

**CHALLENGES IN THE IMPLEMENTATION OF WHOLE SCHOOL EVALUATION  
AT SECONDARY SCHOOLS IN THE LIBODE DISTRICT, EASTERN CAPE  
PROVINCE**

**By**

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**DECLARATION**

I Pakama Patience Patricia Madikida declare that:

**CHALLENGES IN THE IMPLEMENTATION OF WHOLE SCHOOL EVALUATION  
AT SECONDARY SCHOOLS IN THE LIBODE DISTRICT, EASTERN CAPE  
PROVINCE**

My own work and that all sources that I have used or quoted have been indicated and acknowledged by means of complete reference. This work has not been submitted before for any degree or examination in any other university.

.....

**SIGNATURE**

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.....

**DATE**

.....

**Student Number**

## **DEDICATION**

This study is dedicated to my late father and mother who had a dream that one day I will be a doctor. May their souls rest in peace!

## ACKNOWLEDGEMENTS

For the successful completion of this study, my heartfelt gratitude and special word of thanks is extended to the following:

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## **SYNOPSIS**

The purpose of this study was to investigate the implementation of Whole School Evaluation (WSE) policy in the Libode District, Eastern Cape Province (ECP). The ECP consists of 23 districts with different learner performance levels. Libode is one of the districts in ECP with poor learner performance.

The qualitative case study was used to examine the role of the stakeholders in implementing WSE policy. The empirical research was done through the semi-structured interviews with district and provincial education officials, open-ended interviews with School Management Teams (SMTs) and documents from sampled schools were analysed.

The findings suggested that there was a concern in the implementation of WSE in secondary schools; they are not implementing the School Self-Evaluation (SSE). This suggested that there was a need for training schools on how to conduct SSE. The stakeholders were not conversant about the policy and inevitably not performing their roles as stipulated in the policy. This suggested clarity and redefining of roles of the stakeholders and capacity building. There were systemic barriers in the implementation of WSE policy. That implied provision of human and financial resources and accountability of the role players in monitoring and evaluating the implementation of the policy.

In conclusion, the findings and recommendations in this study will provide valuable contribution to the implementation of WSE in Libode secondary schools.

**Key Terms:** external evaluation, quality assurance, School Management Team, School's Self-Evaluation, Whole School Evaluation, Monitoring and evaluation, Implementation, challenges

## **LIST OF ACRONYMS**

ACARA- Australian Curriculum Assessment and Reporting Authority

AISL- Australian Institute of Teaching and School Leadership

CES- Chief Education Specialist

COAG- Council of Australian Government

DD- District Director

DOE- Department of Education

ECP -Eastern Cape Province

EDO- Educational Development Officer

ELRC- Education Labour Relations Council

ENLACE- National Assessment of Academic Achievement in Schools

EPEM- Education Planning and Evaluation

FET- Further Education and Training

HOD- Head of Department

INEE- National Institute for Educational Assessment and Evaluation

IQMS-Integrated Quality Management Systems

LEA- Local Education Agency

MEC- Member of Executive Committee

MoEVT- Minister of Education and Vocational Training

NAPLAN- National Assessment Program Literacy and Numeracy

NCLB- No child Left Behind

NCS-National Curriculum Statements

NEEDU- National Education Evaluation and Development Unit

NEPA- National Education Policy Act

OECD- Organisational for Economic Cooperation and Development

PGP- Personal Growth Plan  
PSI- Primary School Inspector  
QSP- Quality School Programme  
REO- Regional Education Officer  
RSA- Republic of South Africa  
SAQA- South African Qualification Act  
SASA- South African Schools Act  
SDT- School Development Team  
SE- Systematic Evaluation  
SGB- School Governing Body  
SIP- School Improvement Plan  
SMTs- School Management Teams  
SSE- School's Self-Evaluation  
URT- United Republic of Tanzania  
WSE- Whole School Evaluation

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## **CHAPTER ONE**

### **ORIENTATION OF THE STUDY**

#### **1. INTRODUCTION AND BACKGROUND TO THE STUDY**

The core business of schools is to deliver quality teaching and learning. A very important part of managing a school properly is ensuring that there are clear definitions and standards for measuring the quality of performance and that there are mechanisms in place to promote quality performance (Department of Education, 2004:2). The challenge of any education system is to be able to provide quality education for stakeholders in the system. Similarly, the main challenge for South African education has been to address quality standards in the education system (Spaull, 2013:16). Conditions in many South African schools are extremely poor. Moreover, achievement tests show that South African education quality lags behind (Van der Berg, 2008:145). Taylor (2007:537) claims that interventions in poorly performing schools had no impact in raising quality and were proved to be inefficient. This suggests that there was a need to introduce a mechanism that will improve quality of teaching and poor performance in South African schools. To remedy poor performance in schools, the South African government took three initiatives in the monitoring of education, directed toward the establishment of systems with which to ascertain the level of quality in the education system. These initiatives were: Systematic Evaluation (SE), Integrated Quality Management System (IQMS) and Whole School Evaluation (WSE).

The three policy initiatives were developed at different times. The policy on WSE and SE were established before the IQMS. WSE was subsumed under IQMS. However, the implementation of these policies has not been without challenges. The implementation of

the policy for WSE was difficult as key stakeholders viewed this policy with suspicion because of contestations between teacher unions and the government as the driver of this policy (Monana, 2010:9). South African Democratic Teachers Union (SADTU) waged a bitter battle to prevent school evaluation and to protect its members from being evaluated (Letseka, Bantwini & Mckenzie, 2012: 1199). This could be probably because they do not want to be visited in the classrooms. The implementation of the policy in schools needs to be reviewed. The reason for the review is that schools are continuing to underperform. The Department of Education (DoE) contends that an effective system and a well-managed school contribute to learner performance and should therefore be examined. Therefore, it is imperative that schools should be evaluated to determine the extent to which they are effective (Department of Education, 2003b:18).

For many years, there has been no national system to evaluate the performance of schools. Furthermore, there is no comprehensive data on the quality of teaching and learning, or on the educational standards achieved in the system (RSA, 2001:1). The National Department of Education introduced WSE in 2003 in an attempt to identify and rectify existing problems in the schooling system and to ensure that quality education is provided in schools (Spaull, 2013:35). Quality assurance is viewed as the planned and systematic action necessary to ensure that education provided by schools meets the expectations of the stakeholders and is relevant to the needs of South Africans (Department of Education, 2003a:3). For education to be relevant, schools should be evaluated to determine if they are effective. Evaluation is the cornerstone of, and means for judging school effectiveness or quality assurance (RSA, 2001:11). The policy on WSE introduces an effective monitoring and evaluation process that is vital to the improvement of quality standards of performance in schools. The policy requires that schools conduct internal self-evaluations which will be followed by external evaluations for the purpose of bringing about school

improvement. The schools and external evaluators are evaluating the following nine focus areas: Basic functionality of the school; Leadership, management and communication; Governance and relationships, the quality of teaching and teacher development; Curriculum provision and resources; Learner achievement, School safety, security and discipline; School infrastructure; and Parents and the community (RSA, 2001:2).

The above focus areas serve as instrument for evaluating schools both internally and externally. Having outlined the introduction and background of this study, it is necessary to state the statement of the problem.

## **1.2 STATEMENT OF THE PROBLEM**

Quality assurance allows external evaluations to become effective only when schools have effective well developed internal self-evaluation processes (Department of Education, 2001:3). The gap within the policy is who ensures that schools are prepared and are conducting self-evaluation? Due to the lack of an adequate monitoring system for secondary schools, schools and educators lack baseline information from which to work (Bush, Joubert, Kiggundu, & Van Rooyen 2010:162). Implementation of School's Self-Evaluation (SSE), External Evaluation (EE) and learner performance in secondary schools are still a concern in the Eastern Cape Province (ECP) (Hoadley, Pam, & Ward 2009:374). The provincial schools are reportedly still underperforming (DoE, 2011:8). The province has 23 districts with low socio-economic status. Libode District, in which this study was conducted, is one of the poor districts with shortage of resources. All schools are no fee paying schools in the district. The low socio-economic status might be the one of the causes of poor learner performance. The quality of teaching and learning, teacher development, curriculum provision and resources, and learner achievement are still a concern in the province (Legotlo, 2014:22). Findings from Khosa's (2010:90) study pointed, among others, to schools in the province

having the following: Poor curriculum and lack of resources; Poor school infrastructure; Lack of culture of teaching and learning; Poor learner achievement; Failure to implement IQMS; Poor leadership and management of learning programmes; Lack of teacher development; Lack of upgrading of educator qualifications; Lack of professional support services of teaching which contributes to poor quality of teaching and learning; and Misconception of educator unions that view WSE as judgemental and not developmental.

Depending on the extent of their manifestation, these factors can militate against the attainment of quality education, individually or collectively. It was in view of the potential threat posed by these factors that this study was conceived. This study examined how WSE is implemented at secondary schools in Libode District in the Eastern Cape Province (ECP). Having outlined the statement of the problem, it is necessary to demarcate the problem.

### **1.3 DEMARCATION OF THE PROBLEM**

Demarcating the problem means establishing the boundaries of the problem area within which research will progress (Melville & Goddard, 2007:14). Verschuren, Doorewaard and Mellion (2010:9) maintain that these boundaries are purposely put on the study, usually to ensure that the topic can be effectively researched. This suggests that demarcating the problem makes it manageable because the researcher only focuses on aspects the problem area of the study. This problem of implementation of WSE at secondary schools in ECP has been demarcated in the paragraph below.

This study was confined to sampled schools in one district. It was restricted to the nine focus areas of internal and external evaluation of schools. Only external evaluators based at the provincial and district level and school-based evaluators (internal) participated in the study. The next section focuses on the aim of this study.

## **1.4 AIM OF THE RESEARCH**

The study aimed at investigating how WSE is implemented at secondary schools in Libode District. The study investigated the following research questions:

- What constitutes the policy framework for WSE in Eastern Cape secondary schools?
- What are the roles and responsibilities of different role players in implementing the WSE policy?
- What are the challenges encountered in the implementation of WSE?
- What are the perceptions of different role players regarding the effectiveness of the implementation of the WSE policy?
- What recommendations can be made that will serve as guidelines for improving WSE in Eastern Cape secondary schools?

Before describing the research methodology and design employed, it is important to discuss the motivation behind this study.

## **1.5 MOTIVATING THE PROBLEM**

The following served as motivation for the researcher to conduct this study:

Firstly, the reason to undertake this study was informed by: media report where one newspaper indicates that there is poor learner performance in the Eastern Cape secondary schools (Mail & Guardian, 2013:9). WSE sets guidelines for monitoring standards and quality of teaching and learning in schools (Department of Education, 2001:1). In addition, Mathaba (2014:70) agrees that WSE is an initiative to bring about an effective monitoring and evaluation process of teaching and learning which are important in improving the quality

standards of performance in schools. The principle of WSE policy suggests that the core mission of all schools is to improve the educational achievement of all learners (RSA, 2001:4). The poor performance in schools indicates that there might be lack of monitoring and evaluation of quality standards in the schooling system. The researcher conceptualised this study in an attempt to assist in improving quality standards of teaching and learning and learner performance in the ECP secondary schools.

Secondly, as a former deputy principal, the researcher observed that some schools are not doing their self-evaluation (SSE), there is poor curriculum management and poor leadership in schools (cf. 1.2) These challenges hinder learner performance. The researcher assumed that if these challenges can be addressed, schools can improve.

Finally, this study was founded on the view that its findings and recommendations may contribute to quality standards of performance in schools.

The next section focuses on the research methodology that was adopted in finding answers to the research questions of this study.

## **1.6 RESEARCH METHODOLOGY AND DESIGN**

This study adopted the qualitative research approach. The choice emanated from the following considerations:

- Qualitative methods explored new phenomena and captured individuals' thought, feelings or interpretations (Given, 2008:1). The current study's central question was: *How WSE is implemented at secondary schools in the Libode District, Eastern Cape Province?* The nature of this study focused at exploring the participants' thoughts and feelings on how WSE is implemented.

- The researcher in this study was the primary instrument for data collection and analysis (Creswell, 2009:175; Merriam, 2009:15). This feature enabled the researcher to interact with participants face-to-face to understand their experiences in the implementation process.

A case study research design was used to investigate the role of the stakeholders in implementing WSE in three schools. This was in view of its advantages of allowing the researcher to study the phenomenon in its real context (Yin, 2014:2). Merriam (2009:40) and Creswell, (2007:73) concur that case study explores and analyses particular phenomenon in a bounded system in its real life situation. Multiple case studies were utilised; it enabled the researcher to examine differences within and between the cases of three schools. The aim was to replicate findings across the cases and to draw comparisons (Yin, 2014:184). It helped the researcher to raise the level of confidence in the robustness of the method (Zainal, 2007:2).

With the above discussion of qualitative research methodology and case study design, it is necessary to discuss who constituted the sample of the current study, where, how and why they were selected.

### **1.6.1 Sampling and sample selection**

Purposive sampling was employed in this study. The purpose was to obtain the richest possible sources of information to answer the research questions (Silverman, 2010:141; Creswell, 2009:179; Nieuwenhuis, 2011:79). The point was to select information-rich participants who were assumed to be knowledgeable about the study (McMillan & Schumacher, 2010:326). The below participants were selected.

### **1.6.1.1. Participants selection**

The following participants were selected:

- Four Provincial Department of Education officials in Quality Promotion and Standards Directorate: one Director, one Chief Education Specialist (CES) and two supervisors;
- Five District Department of Education officials: one Chief Education Specialist and four Education Development Officers (EDOs); and
- Nine members of the School Management Team (SMT) from three selected schools: Eight Head of Departments (HoDs) and one Deputy Principal.

The samples were chosen because of their professional roles, expertise, experience and knowledge they possessed, that made them to be information-rich participants of this study (Cohen, Manion & Morrison, 2011:157; McMillan & Schumacher, 2010:326). They are directly involved in the implementation of WSE.

### **1.6.1.2. Site selection**

The study was conducted in the Libode District in Eastern Cape Province, South Africa. The district was chosen because it consented to participate in the study and also provided access and permission for the study to be conducted (Silverman, 2010:141). The researcher was a deputy principal in one of the secondary schools in the district. It was cost-effective in terms of money and time to access the district. The researcher had a good relationship with the district officials and it was great advantage to access the district officials and schools.

The grade 12 National Senior Certificate (NSC) final examination results of 2012 and 2013 were used as a source of selecting three secondary schools from the top, average and low

running school category. The researcher holds a view that variance in learner performance could be related to how schools are implementing WSE.

Having outlined sampling and sample selection, this study discusses data collection instruments.

### **1.6.2 DATA COLLECTION METHODS**

Leedy and Ormrod (2005:314) mention that the data gathering techniques employed in qualitative research are observation, interviewing and document analysis. The researcher used multiple data collection strategies. The rationale for this decision was to develop a stronger and richer understanding of a complex phenomenon (McMillan & Schumacher, 2010:339).

Cohen, Manion and Morrison (2000:112) define triangulation as the use of two or more methods of data collection to study the same phenomenon. The researcher combined three methods of data collection. As suggested by Maree, Creswell, Ebersson and Elof (2007:76), the strength of the case study method is the use of multiple sources and techniques in the data gathering process. The aim was that the strength of one data collection tool should complement the other. The study used the following instruments: semi-structured interviews, open-ended interviews and document analysis.

#### **1.6.2.1 Semi-structured interviews**

Semi-structured interviews provide a clear set of instructions for the interviewers and can provide reliable and comparable qualitative data (Cohen *et al.* 2011:357); (Johns, 2008:2). The researcher developed semi-structured questions based on the objectives of the study. The researcher aimed at gaining participants' co-operation and in encouraging them to respond honestly (Leedy & Ormrod, 2005: 184).

The researcher used semi-structured interviews to elicit data from EDO's, CES (district level) and Director, CES and supervisors (provincial level).

### **1.6.2.2 Standardised open-ended interviews**

The researcher used standardised open-ended interviews to collect data from schools. Open-ended interviews often take the form of conversation with the intention that the researcher explores with the participants his or her views, ideas, beliefs and attitudes about certain phenomena (Maree *et al.* 2007:87). The researcher interviewed SMT members: Head of Departments (HoDs) and deputy principals in three different selected schools. They were selected because they are directly involved in curriculum management and are thus assumed to be informed about WSE and might propose solutions to the problems encountered in the implementation of WSE. The aim was to verify the data obtained from one school to the other schools to ensure authenticity. Maree *et al.* (2007:87) agree that the researcher should be careful not to base the study on single informant; because there will be a need to verify the data with data obtained from other sources to ensure its authenticity.

### **1.6.2.3 Document Analysis**

Document analysis was adopted as the third method of data collection. This instrument was used to supplement data obtained through interviews. Henning, Van Rensburg, Smit (2004:100) claim that the analysis of documents provides information that fills the gaps that were left by the interviews. Yin (2009:103) and Maree *et al.* (2007:83) concur that the effectiveness of document analysis is to verify, corroborate and augment evidence gathered through the interviews.

The list of documents related to the research problem that were examined are as follows:

- School policies;
- Attendance registers;
- SMT minute books;
- Lesson preparation books;
- Grade 12 results analysis;
- Subject improvement plans;
- IQMS developmental workshops conducted; and
- SSE and WSE reports

### **1.6.3 DATA ANALYSIS**

Leedy and Ormrod (2005:150) maintain that there is no single right way to analyse data in a qualitative study. Similarly, Neuman (2000:418) maintains that the wide variety in possible approaches to qualitative research is noticed by the many approaches to data analysis. In this study, the approaches that were used are described below.

The transcribed interview data from semi-structured interviews and open-ended interviews were analysed using inductive analysis. Inductive analysis was engaged in categorising and presenting data. McMillan and Schumacher (2006:364) assert that analysis involves discovering and deriving patterns in the data, looking for categories and themes in data and sorting out what data are about. During data analysis, coding was done. The researcher identified themes and categories that emerged from data collected in a table form.

Documents were analysed using content analysis. Maree *et al.* (2007:101) refer to content

analysis as an inductive and iterative process where we look for similarities and differences in the text that would corroborate or disconfirm theory. The researcher summarised content from the documents listed above. Data from the documents were analysed in collaboration with interview data. The information from interviews was cross-checked with data generated in the analysis of documents. The researcher looked for similarities and differences in interview data and data from documents.

#### **1.6.4 TRUSTWORTHINESS**

Assessing trustworthiness of the data analysis is the acid test of data analysis, findings and conclusions (Maree *et al.* 2007:113). To enhance trustworthiness of the collected data, the researcher used the following pointers (Maree *et al.* 2007:113):

- Use multiple data sources: The researcher combined data from semi-structured interviews, open-ended interviews and document analysis;
- Verify raw data: The interview transcripts were submitted to the participants to correct errors of fact; and
- Verifying and validating my findings: The audio-taped recorded interviews and transcripts were sent to my supervisor to verify the findings.

#### **1.6.5 ETHICAL CONSIDERATIONS**

Maree *et al.* (2007: 41) highlighted that the essential ethical aspect in research is the issue of the confidentiality of the findings of the study and protection of participants' identities. This includes obtaining permission letter to conduct the study. The researcher obtained a permission letter to conduct the study from the Libode District (cf. Appendix A) and the ECP Head of Department (cf. Appendix B). The participants were made aware that their

participation was voluntary. They were assured that the information was going to be used for research purposes only and that the study was conducted in line with guidelines set by Unisa Research Ethics. All interview data and data from documents were subjected to strict confidentiality.

The principle of anonymity was considered. The names of the schools and participants under study were not mentioned; only pseudonyms or code names were used (Schulze, 2002:18).

### **1.7 DELIMITATIONS OF THE STUDY**

Simon and Goes (2013:3) and Marshall and Rossman (2011:99) indicate that bounding the study often occurs in the process of determining the relevant aspects of the problem, choosing the setting, the geographic location, the participants, and type of evidence that should be collected and the priorities of doing analysis. Simon (2011:2) supports that delimitations are those characteristics that limit the boundaries of the study; they include research questions adopted by the researcher. With this view in consideration, the present study was restricted to the research questions: roles of the province, districts and schools in implementing WSE and challenges encountered by these stakeholders in the process. However, this study did not cover junior secondary and primary schools.

The study setting was delimited to the purposively selected three secondary schools in the Libode District, Eastern Cape Province. Marshall and Rossman (2011:252) point out that case study results may be applicable in other cases and context with similar background. The researcher believes that the findings of this study may be transferable to other districts in the ECP.

## **1.8 CLARIFICATION OF CONCEPTS**

### **1.8.1 Whole School Evaluation (WSE)**

Whole School Evaluation is a cornerstone of the quality assurance system in schools (DoE, 2002:3). It enables a school and external supervisors to provide an account of the school's current performance and to show the extent to which it meets national goals and the needs of the public and communities (ibid). It is the policy that ensures that schools provide quality education and can be assessed. It links the evaluation carried out by the schools themselves; that is internal evaluation with an external evaluation carried out by the national supervisors (RSA, 2001:10).

Whole School Evaluation is the process of school improvement and quality enhancement (RSA, 2001:8). It helps the individuals within the school and the outsiders to understand the school in its totality. WSE makes it possible to establish whether the school has successfully improved its performance or has achieved its objectives. The implementation of WSE policy in a school can enhance school improvement.

### **1.8.2 School's Self-Evaluation (SSE)**

According to Ruain-Quinn (2012:2), SSE enables teachers, principals and the management of schools to have focused conversation about teaching and learning. Sammons and Chapman (2013:2) add that SSE is a process by which members of staff in a school reflect on their practice and identify areas for action to stimulate improvement of learning. A related view expressed by Smith (2012:138) is that SSE provides an opportunity for the whole school community, including learners, parents and staff to reflect on the learner outcomes in light of their goals and key improvement strategies. SSE is an introspection done by the stakeholders that can help the school to identify its strengths, weaknesses and strategies to improve learner

achievement. In this study, the roles of the schools in conducting SSE were examined.

### **1.8.3 Implementation**

Implementation is the process of putting a decision or plan into effect; it is often associated with execution of policy (Mbalati, 2010:14). This author argues that the purpose of implementing new policies in education is associated with the need to change. Durlak and DuPre (2008:329) maintain that implementation refers to the extent to which a programme corresponds with its intended objective.

The concept implementation in the context of this study relates to the extent to which WSE policy is achieving its intended goals in the Eastern Cape secondary schools. The roles of the stakeholders in implementing WSE were investigated.

### **1.8.4 School Effectiveness**

School effectiveness refers to the performance of the organisational unit called 'school'. The performance of the school can be expressed as the output of the school, which in turn is measured in terms of the achievement of learners (Dimmock, 2013:185). It includes all contextual variables related with the school such as teaching, learning, administration, students and community involvement that enhance conditions at school (Saleem, Naseem, Ibrahim & Huaain 2012:242). Effective schools are those that are focusing on improving learner achievement, quality of teaching and learning. WSE focuses on the basic functionality of schools and on monitoring school effectiveness.

### **1.8.5 Quality Assurance**

According to Visscher (2009:171), the purpose of quality assurance is to improve teaching and learning, ensure public accountability and planning processes of an education system.

WSE is a quality assurance system aiming at improving quality teaching and learning in schools. It focuses on improving the overall quality of education in South Africa by means of internal and external evaluations (Govender, Grobler & Mestry, 2015:2).

Effective quality assurance within WSE can be achieved through schools having well developed internal self-evaluation and well-structured support services (districts) (Department of Education, 2002:3). These are the stakeholders in the implementation of WSE. The Minister of Education is mandated in WSE policy to monitor and evaluate quality of education provided by the schools (RSA, 2001:8).

## **1.9. CHAPTER DIVISION**

**Chapter 1** provides introduction and background to this study, research aims, methodology to be followed, delimitation of the study; ethical considerations and clarification of key concepts were presented in this chapter.

**Chapter 2** deals with review of related literature on the legislative framework on WSE, the roles of the stakeholders in implementing WSE and the challenges encountered by the stakeholders in the implementation of WSE in the South African context.

**Chapter 3** provides the review of the related literature on WSE practices in selected countries: England, Australia, United States of America (USA), Botswana, Tanzania and Mexico, role of the stakeholders, challenges encountered in the evaluation process and comparison of WSE practices of these countries are compared with South Africa.

**Chapter 4** describes a detailed exposition of the research methodology and design adapted for the empirical investigation in this study. The chapter deals with the sample used, data collection procedure, data analysis and trustworthiness of the study.

**Chapter 5** presents an exposition of data analysis. The analysis of data collected using inductive and content analysis is described and the findings of the research are spelt out.

**Chapter 6** summarises the research and its main findings. Recommendations for the study are given on how the challenges on the implementation of WSE can be addressed. This chapter also brings about areas to be explored in future research.

### **1.10 SUMMARY**

Whole School Evaluation provides guidelines for monitoring and evaluating schools so as to improve the quality standards of teaching and learning in schools (DoE, 2001:3). There might be challenges in the implementation of the policy because there is still a concern of poor learner performance in Eastern Cape secondary schools (cf. 1.2). This chapter discussed orientation of the study with the view of giving a broader perspective of the implementation of WSE policy and how WSE can address the challenges that hinder quality standards in schools.

In the next chapter, a wide interpretation of literature review on the implementation of WSE within the South African context is presented. Emphasis will be placed on the policy framework for WSE, the roles of the stakeholders in implementing the policy and challenges encountered in the implementation process.

## **CHAPTER TWO**

# **THE IMPLEMENTATION OF WHOLE SCHOOL EVALUATION (WSE) POLICY IN THE EDUCATION SYSTEM OF SOUTH AFRICA AND ASSOCIATED CHALLENGES**

### **2.1 INTRODUCTION**

The previous chapter dealt with the introduction and background to this study, research problem statement, research questions, and the aim of the study. The rationale for conducting this study, the research methodology, ethical considerations, delimitations of the study and clarification of concepts were also presented. This chapter examines the implementation of WSE policy in South Africa and associated challenges.

Suter (2012:104) maintains that a good literature provides the reader with a theory base, that is, a survey of published works that pertains to the study under investigation. In agreement with this view, Notar and Cole (2010:2) assert that literature review allows researchers to better understand the research problem in terms of background, theoretical framework and current development or trends. With this awareness, the researcher will be able to provide a theory of the related literature on the implementation of WSE in South Africa.

### **2.2 POLICY FRAMEWORK FOR WSE**

This section provides an overview of the policies that underpin the implementation of WSE in South Africa:

#### ***2.2.1 National Education Policy Act 27 of 1996 (NEPA)***

Section 3 (4) of NEPA indicates that the Minister of Education shall determine national policy for planning, provision, financing, co-ordination, management, governance, programmes,

monitoring, evaluation and well-being of the education system. In line with this Act, the national policy on WSE was introduced to monitor and evaluate the quality and standards of performance in schools (RSA, 2001:1). The policy directs the Ministry of Education to ensure quality standards in the system (ibid).

The principle of NEPA (Section 4) promotes culture of respect for teaching and learning in education institutions. The WSE policy is based on the principle of improving the educational achievement of all learners; the core business of schools (RSA, 2001:3).

Section 8(5) of the Act provides that the department shall prepare and publish a report on the results of each investigation undertaken on monitoring and evaluation. WSE approach is designed to publish written reports on the performance of individual school (RSA, 2001:4). The next section show how South African Schools Act (SASA) compliments WSE policy.

### ***2.2.2 South African Schools Act 84 of 1996(SASA)***

Section 16(b) of SASA stipulates that the principal must prepare and submit to the Head of Department (HoD) an annual report in respect of the academic performance of that school in relation to minimum outcomes, standards and procedures for assessment determined by the Minister. WSE enables a school and external supervisor to provide an account of the school's current performance and to show the extent to which it meets national goals (RSA, 2001:3). External supervisors use the performance reports submitted to the HoD to sample schools for evaluation and support (RSA, 2001:8). WSE approach is designed to help schools to measure the extent to which they are fulfilling their responsibilities and improving their performance.

The Act provides that the principal of the school identified by the HoD in terms of section 58B (underperforming public school) must prepare School Improvement Plan (SIP). The role of schools in WSE policy is to produce improvement plan in response to the

recommendations made by evaluation report. The policy suggests that professional support services must support the schools by helping them to produce a plan of action to address the improvement needs (RSA, 2001:13). The next section discusses South African Qualifications Act (SAQA).

### ***2.2.3. South African Qualifications Act of 1995 (SAQA)***

This Act requires that Education and Training Quality Assurance (ETQA) bodies be established for the purpose of monitoring and auditing achievements in terms of national standards and qualification. Learner achievement is a measure used in WSE policy to evaluate the extent to which learners meet the national standards (RSA, 2001:3). A discussion of assessment policy follows next.

### ***2.2.4. The Assessment policy of 1998***

The assessment policy stipulates that systematic evaluation should be conducted at the key transitional stages of learning, namely; grade 3, 6 and 9. The main objective of systematic evaluation 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 (section 48). This Act compliments aims of the WSE policy of evaluating the effectiveness of schools in terms of the national goals within the system.

Section 50 of the Act outlines that systemic evaluation is a means of monitoring standards, determining the strength and weaknesses of the learning system and providing feedback to the role players on action to be taken to improve learner performance. Learner achievement is one of the focus areas of WSE. The policy is aiming at providing feedback to all stakeholders as a means of achieving school improvement (RSA, 2001:3). It is necessary to discuss how Further Education and Training (FET) Act seeks to achieve the WSE goals of

quality assurance.

### ***2.2.5 Further Education and Training (FET) Act 98 of 1998***

Section 38 (b) of this Act makes it obligatory for the Director-General to promote quality assurance, assess and report on the quality of education provided in the FET band. WSE is the cornerstone of quality assurance system in schools. The policy outlines a mechanism for reporting findings and providing feedback to the schools and to various stakeholders such as the national and provincial education department, parents and the society in general on the level of performance achieved by the schools (RSA, 2001:2). The next section discusses how White Paper on education and training promotes quality education in schools.

### ***2.2.6 White paper No. 1 of 1995***

Chapter 4(9) of this paper promotes values and principles of education and training policy. The principles include the improvement of the quality of education and training services, and restoration of culture of teaching and learning. WSE is based on the principles of consistency in quality standards and staff development and training which are critical to school improvement (RSA, 2001:4). Following is the discussion of White Paper 6, that is, the way it addresses support of learners with barriers resonates with WSE policy.

### ***2.2.7. Education White paper 6 on special needs education***

Building an inclusive education and training system provides for the strengthening of education through the district-based support teams. According to the White Paper 6, schools and districts are forming support teams in order to support learners with learning barriers. In line with the above provision, WSE policy elaborates on the responsibility of the district in supporting underperforming schools (RSA, 2001:11).

Having discussed the Acts that underpinned the implementation of WSE, it is necessary to

discuss the policy in detail and how it is implemented in South Africa.

### **2.3 WHOLE SCHOOL EVALUATION POLICY**

Whole School Evaluation (WSE) is the policy that establishes the framework for school development and improvement in South Africa (Silbert, 2009:388). In terms of WSE policy (RSA, 2001:2), the school evaluation process encapsulates the SSE as well as external evaluations. Furthermore, it also provides for schools to receive advice and support in their constant efforts to improve their effectiveness.

The aims of WSE policy are as follows (RSA, 2001:3):

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

Through the influence of WSE policy, schools shall be in the position to constantly self-evaluate and develop school improvement plans (SIPs) (RSA, 2001:3). In addition, performance in schools will be moderated externally on a sampling basis. This study investigated how schools are evaluated externally and how they are conducting SSE. The following are the principles that serve as guidelines for implementing WSE policy.

### **2.3.1 Principles of WSE**

The seven principles underpinning the WSE process, as contained in the National Policy on WSE include the following (RSA, 2001:4):

- The core mission of schools is to improve the educational achievement of all learners;
- All school stakeholders are responsible for the quality of their own performance;
- The guidelines, criteria and instruments used to evaluate schools must be standardised and consistent;
- Staff development and training are critical to school improvement;
- The evaluation of both qualitative and quantitative data is essential when deciding how well a school is performing; and
- Schools are inevitable at different stages of development.

The following discussion highlights the WSE approach.

### **2.3.2 Approach**

RSA (2001:4) suggests the following approaches to assist schools to measure the extent to which they fulfil their responsibilities and improve their performance:

- 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;
- Publish written reports on the performance of individual schools; and
- Annual reports published by provinces and Ministry on the state of education in schools.

The following indicators are used to assess the functioning and effectiveness of schools.

### ***2.3.3 The use of indicators in WSE policy***

Indicators provide information on the performance and functioning of the education system.

Evaluation will be based on indicators covering inputs, processes and outputs (RSA, 2001:6).

The input indicators include the main characteristics of each cohort of learners, infrastructure, funding and professional support staff. Process indicators show how well the school seeks to achieve its goals. These include effective governance, leadership and management, safety and security measures, quality of teaching and learning. Output indicators show what the school achieves in terms of academic standards and learners' standard of behaviour and attainment, rates of punctuality and attendance. The schools are rated on their performance on these indicators. The performance ratings are as follows:

- 5- Outstanding
- 4- Good
- 3- Acceptable
- 2- Needs urgent improvement

- 1-Needs urgent support

#### **2.3.4 Evaluation process**

The WSE process includes three phases, namely: pre-evaluation, on-site evaluation and post-evaluation (RSA, 2001:7). Each supervisory team with a team leader has the responsibility to build a brief profile about general level of functionality of the school and to share with the schools the procedures that will be followed by the evaluation team. The team leader has overall responsibility for the evaluation process and the conduct of supervisors. The supervisory team comprises accredited supervisors capable of evaluating the following nine focus areas for evaluation:

- Basic functionality of the school;
- Leadership, management and communication;
- Governance and relationships;
- Quality of teaching and learning and educator development;
- Curriculum provisioning and resources;
- Learner achievement;
- School safety, security and discipline;
- School infrastructure; and
- Parents and community;

The WSE cycle includes pre-evaluation surveys/visits, on-site evaluation and post-evaluation (DoE, 2002:8):

- **Pre-Evaluation visits**

The pre-evaluation visit is done by the team leader and some or all the members of the team. The number of supervisors normally ranges from four to six depending on the size of the school. During this visit, the WSE processes are explained to the various stakeholders, namely; teachers, School Management Teams (SMTs), School Governing Bodies (SGBs), support staff and Representative Council for Learners (RCLs). Various documents are collected which assist the team in hypothesis formulation (Department of Education, 2002:8).

- **On-Site Evaluation**

On-site evaluations are normally conducted between three to four days of the week, depending on the size of the school. During this period, supervisors collect data through observations, document analysis and informal interactions with all the stakeholders, meetings with all stakeholders, including a sample of ordinary parents who are not SGB members. Classroom observation visits are conducted with sampled teachers in line with specialisation of the WSE team. Findings are reported verbally to all the stakeholders on the last day of evaluation. In about 4-6 weeks, a written report is delivered to the school.

- **Post-Evaluation**

Emanating from this report, the school needs to be helped by district support services to formulate and implement SIP. This SIP is based on the recommendations in the report and provides the school with support as it seeks to implement SIP.

The next session will discuss the types of evaluation in this policy.

## **2.4 TYPES OF WHOLE SCHOOL EVALUATION**

According to Mbalati (2010:131), school evaluation is designed to achieve the goal of school improvement through partnership between education supervisors, schools and support services. Schools conduct internal evaluation (SSE), while supervisors and district support services conduct external evaluation. The following two types of evaluation are implemented in South African schools, namely; school self-evaluation and external evaluation (Mbalati, 2010:58).

### **2.4.1 *School Self–Evaluation (SSE)***

School Self-Evaluation (SSE) involves examining teaching strategies, and provides opportunity for the school community to reflect on learner performance (Setlalentoa, 2014:82). In addition, Ruann-Quinn (2012:2) maintains that during SSE the principal, deputy principal and teachers in consultation with parents and pupils engage in reflective enquiry on the work of the school. When engaging in SSE, schools reflect on their aims, consider criteria for success within the schools' context and ethos and determine appropriate method for judging the quality of the educational provision in the school. The engagement of school and the community can enable them to address challenges that hinder quality teaching and learning and can lead to school improvement. However, Carlson (2009:81) believes that unless systemic problems are addressed, it is unlikely that SSE can lead to school improvement. If contextual school factors, including lack of resources can be addressed, they (schools) can improve.

Naidu, Joubert, Mestry, Mosoge and Ngcobo (2008:49) maintain that SSE must be executed to develop a school plan in order to grow the culture of self-improvement. According to Van

Der Voort, (2014:1) and Duke, Carr and Sterrett (2013:70), SMTs could use SSE to improve school functionality as well as an accountability tool to measure their progress. This suggests that schools can improve when they implement their SSE. Underperforming schools will remain so if they are not guided and supported to cultivate a culture of self-improvement (Van Der Voort, 2014:1).

#### **2.4.2 External Evaluation**

External evaluation is a process which is carried out by external evaluators delegated by the national government. It relies on outside supervisors. The government's assumption is that they do not have relationship to the school and can be more objective. During external evaluation, the evaluators collect evidence about a school performance by reading and analysing school documents (RSA, 2001:11). An evaluation of learners' performance in set examinations may be used by supervisors as evidence about the school performance (Risimati, 2007:33). It is believed that external evaluation is frequently used for accountability (ibid). Thinking of external evaluation as an accountability measure, schools should account for their performance to the supervisors.

The accountability will depend on the competency of the supervisors in analysing the schools documents that will enable them to gain insight about the schools' performance. De Clercq (2009:102) argues that the challenge of government policy makers is the need for external WSE or supervisors to have competent evaluation, expertise to read and gain valuable insights to analyse documents. However, Setlalentoa (2014:81) concurs that not all supervisors are trained and accredited. The researcher assumes that supervisors might not be competent in analysing the learner performance and then accountability might be a concern.

The concern noted by De Clercq (2009:107) was that the external evaluators are using the same instrument used in SSE for evaluation. The author believes that school evaluation for

improvement needs a different instrument from WSE schedule to evaluate deeper performance so that schools can own their improvement strategies. Silbert (2009:390) reports that school evaluation is focused on the development of the school than on individual achievement of a learner. The researcher believes that WSE instrument covers all the areas that are aiming at school development and at improving learner performance.

The next section discusses the WSE model. The model gives an indication on how the nine focus areas of evaluation contributes to school effectiveness or improvement.

## **2.5 WHOLE SCHOOL EVALUATION MODEL**

The model shows the role of the National Department of Education in policy making, the provincial department in conducting external evaluations, the district in supporting the schools, schools in conducting self-evaluation and the nine focus areas mentioned above which make school effective .

# WHOLE-SCHOOL EVALUATION MODEL

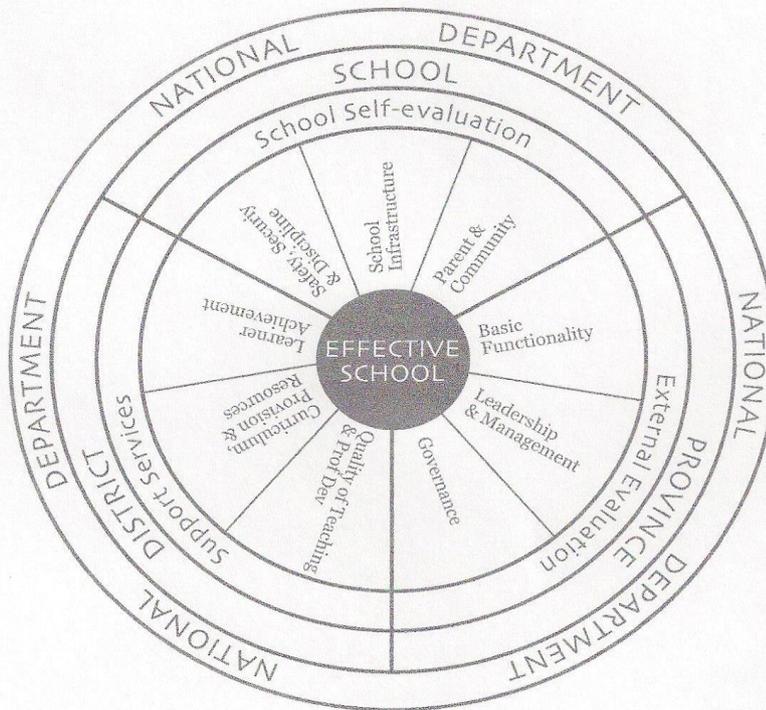


Fig: 2.5 Source: Adapted from the National Conference on Whole School Evaluation, 2000:20)

## 2.5.1. *Basic functionality of the school*

The findings from a study conducted by Khosa (2010:11) indicate that there is a concern of absenteeism and poor assessment in schools. WSE is designed to determine whether the

conditions in a school enable it to function effectively and efficiently (Mathaba, 2014:88). The concerns raised by Khosa (2010:11) could be caused by lack of implementation of policies in schools. Schools cannot function effectively without policies in place. RSA (2001:11) contends in this regard that supervisors make judgements on the effectiveness of school 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.

### ***2.5.2. Leadership, Management and Communication***

The purpose of evaluating the above focus area is to assess the effectiveness of leadership and management of the school at various levels in the management structures as well as the issues of communication (Mathaba, 2014:87).

It is then crucial for the supervisors to make judgement on the schools' vision, mission statement, leadership structures like Representative Council of Learners (RCL) and the extent of community involvement in policy making (RSA, 2001:9). These are important areas of leadership and management that can make schools effective.

### ***2.5.3 Governance and Relationships***

The purpose of evaluating the effectiveness of governing body is clearly indicated in sections: 20.21.36 of SASA (1996). These sections outline the functions of SGBs and their responsibility in managing school funds.

The supervisors evaluate and report on the effectiveness of SGB constitution and sub-committees that enhance its functioning. They also report on their roles in monitoring resources and in policy formulation (Mathaba, 2014:87). The effectiveness of SGB ensures that the school engages in strategic planning and is effective (UNESCO, 2010:15).

#### ***2.5.4 Quality of teaching and learning, and educator development***

Schools can be effective if they can raise their quality of teaching and learning. The purpose of evaluating quality teaching and learning is to help learners to raise their level of performance (Risimati, 2007:71). Supervisors visit schools to evaluate the overall quality of teaching and learning and learner attainment. They make judgements on lesson plans, educators' knowledge of the learning area, teaching strategies, use of resources, quality of in-service professional development and other initiatives to improve teaching and learning (RSA, 2001:9). Teachers need to be empowered in their learning areas and teaching strategies in order to improve quality of teaching and learning.

Biyela (2009:16) claims that teachers should be empowered with necessary tools and resources. Similarly, Mathaba (2014:88) concurs that classroom observations and Personal Growth Plan (PGPs) can serve as tools of empowering educators in the classroom. Quality of teaching and learning can be improved if teachers are developed.

#### ***2.5.5. Curriculum provisioning and resources***

Evaluation assesses the quality of curriculum and how it matches with the needs of learners at national or local levels (Mathaba, 2014:89). The aim is to deliver curriculum resources and assessment as informed by the needs of the learners. RSA (2001:11) contends that supervisors must make judgement on the effectiveness of balance between national and local curriculum, the structure of the curriculum, the planning process and the provision of extra-mural activities.

#### ***2.5.6. Learner achievement***

The purpose of evaluating learner achievement is to assess the knowledge, skills, attitudes and values that learners have acquired (Mathaba, 2014:89).

The supervisors make judgements on learners' achievement at the phase exit points: Grade 3, 6, 9 as well as Grade12. They also assess learners in reading, writing and numeracy (RSA, 2001:10). This suggests that achievement scores of learners contribute to school effectiveness.

#### ***2.5.7. School safety, security and discipline***

This area aims at evaluating what is known regarding legislation which concerns learners' human rights and the effectiveness with which the school implements (Risimati, 2007:73). This involves policies and procedures on safety, security and discipline. The supervisors are evaluating safety and security policies, safety of laboratories, procedures for vulnerable learners, and effectiveness of School Based Support Team in supporting learners with barriers (Mathaba, 2014:90).

#### ***2.5.8. School Infrastructure***

Evaluation in this area relates to qualifications of teachers, staffing, and classrooms, availability of Learning and Teaching Support Materials (LTSM) and policies for retrieving books (RSA, 2001:11). These areas contribute to school effectiveness.

#### ***2.5.9. Parents and community***

Supervisors evaluate how the school encourages parents and the community to be involved in school matters, the way the school communicates with parents, the system of reporting progress of learners to parents, contribution which parents make to the school and the school involvement in local community (RSA, 2001:12).

Whole School Evaluation model contemplates to move schools that are underperforming along the path of becoming effective schools. De Clercq (2009:98) questioned whether the above nine focus areas are essential to effective schooling in South Africa. This suggests

that the model might have its strengths and limitations.

The next session discusses WSE policy as an initiative to quality assurance.

## **2.6 WSE AND QUALITY ASSURANCE**

Whole School Evaluation is the cornerstone of quality assurance system in schools (RSA, 2001:12). It introduces an effective monitoring and evaluation process that is vital to the improvement of quality standards of performance in schools (RSA, 2001:1). This view indicates that quality assurance demands accountability in education and school improvement. The policy stipulates that evaluation enables schools to provide an account of their current performance and the extent to which it meets national goals and needs of the public (RSA, 2001:12). Mosoge and Pilane (2014:1) agree that holding schools and teachers accountable will cause them to achieve higher levels of performance thereby ensuring quality education. This suggests that WSE serves as an accountability tool of monitoring quality education in schools.

De Clercq (2009:97) maintains that WSE is concerned with accountability and support and not with quality monitoring system. This suggests that the WSE policy enhances monitoring and evaluation systems that hold schools accountable for their performance. It is important to explore the implementation of WSE by role players in assuring quality in the education system.

The next session will discuss the roles of the stakeholders in implementing WSE.

## **2.7 ROLES AND RESPONSIBILITIES OF THE STAKEHOLDERS IN IMPLEMENTING WSE POLICY**

According to WSE policy, the focus is on both internal monitoring and external evaluation, that is, self-evaluation by the school and external evaluation by the supervisory units and

mentoring and support provided by the district based support teams. The roles of the stakeholders in implementing WSE policy are discussed below:

### ***2.7.1 The role of the Ministry of Education***

The Ministry of Education undertakes to provide funding that will be distributed to all the provinces as a conditional grant, especially for school activities. It also undertakes responsibility for the development, administration and periodic review of the National Framework on WSE (Department of Education, 2001:11). However, this is not the case because there is no grant from the National Department for such a purpose (Mathaba, 2014:94). This could be probably because the National Treasury is not providing sufficient national budget for WSE and that might result in most schools not evaluated because of financial constraints.

The Ministry of Education ensures that the evaluation system is administered effectively by providing professional guidance and support to provinces on how the evaluation will be organised and conducted. It decides on the national sample of schools to be evaluated; oversees the training, accreditation and registration of supervisors and removes supervisors who fail to carry out their responsibilities satisfactorily (RSA, 2001: 9). The findings from Setlalentoa, (2011:181) point out that not all supervisors are trained and accredited. It is likely that supervisors may not perform their roles if there is no on-going training and support from the ministry.

The Ministry of Education collects raw data gathered through school evaluation from provinces in order to enable the Minister to construct an annual report for Parliament and to guide the formulation and review of education policy (RSA, 2001:10). Given the lack of training of some supervisors (Setlalentoa, 2011:181), the Ministry might not provide authentic report to the Parliament. This means that the stakeholders are not aware of their

roles to play in the evaluation process when not trained (Setlalentoa, 2014:80).

The Ministry of Education is responsible for authorising the Quality Assurance Directorate in the National Department of Education (Department of Basic Education) to maintain an accessible national database on the findings from WSE reports (RSA, 2001:10). The researcher opines that the database can assist in benchmarking schools and for sampling purposes.

### ***2.7.2 The role of National Education Evaluation and Development Unit (NEEDU)***

The Ministerial Committee on the establishment of NEEDU was appointed by the Minister of Education in September 2008 to recommend mechanism through which the evaluation and development of schools can be undertaken. The Committee was established to review all existing policies, mechanisms, structures, process and tools that evaluate and develop schools and teachers. Khosa (2010:8) asserts that it provides report about the state of schools and factors responsible for school performance. In this regard, NEEDU serves as an accountability framework for reporting on school performance. The Ministerial Committee on NEEDU (2009:3) enumerates the following roles of NEEDU:

- To provide the Minister of Education with an authentic, analytical and accurate account on the state of schools in South Africa and in particular, on the status of teaching and learning in all schools;
- To recommend minimum performance standards for schools;
- To account for the attainment of those standards by all schools through a sophisticated monitoring and evaluation system to identify on a system-wide basis the critical factors that inhibit or advance school improvement;
- To make focused recommendations for redressing the problem areas that undermine

school improvement and, in this respect, to recommend appropriate developmental interventions to support schools;

- To propose appropriate sanctions to ensure that schools offer effective education for all learners;
- To strengthen internal evaluation capacity within schools in ways that reliably inform and complement external evaluation;
- To monitor the different levels of school support (Governors, districts, provinces and national department) and the extent to which there is considered action on proposed interventions, whether in the form of developmental support or in the form of disciplined action;
- To review and assess existing monitoring, evaluation and support structures and instruments in a regular basis to ensure clarity, coherence and complementary in way schools and teachers are measured and supported; and
- To provide schools with evidence-based advice on how to pursue school improvement in their in their particular context to promote school improvement through the dissemination of good practice.

### ***2.7.3. The role of the province***

The provinces are responsible for ensuring that sufficient funds are available to enable district support teams to carry out on-going monitoring, support and development activities in schools. They also provide a budget to help schools respond to the recommendations made in evaluation report, putting in place contingency plan for dealing with schools in unacceptable

conditions; this include appropriate in-service training (RSA, 2001:10). However, there is lack of training and SMTs are not trained in the policy (Mbalati, 2010:6). The researcher investigated if there is a budget in place for implementing WSE in the ECP, particularly in Libode District. Provinces have also to show that this responsibility is being carried out equitably by publishing how these funds are allocated and what criteria are used when distributing funds for different schools (RSA, 2001:18). This suggests that provinces are accountable for funding WSE programmes at districts and schools.

It is the province's responsibility to provide competent, well trained and accredited supervisors and district-based support teams. The provinces also organise their work and ensure that the on-going monitoring, support and evaluation of schools is carried out effectively (RSA, 2001:10). However, training is still a concern (Setlalentoa, 2011:181). This would hinder on-going monitoring and support to schools.

RSA (2001:10) asserts that the province should ensure that there is an appropriate provincial database which must be accessible and capable of providing information. This information can be used to enable the province to benchmark its performance in comparison with other provinces. The database should be linked to the ministry database on quality assurance. The researcher investigated whether the database exists in ECP.

It is the responsibility of the provinces to ensure that all schools under their jurisdiction are fully aware of the National Policy and Guidelines on WSE. They should also make arrangements for monitoring the quality of professional support services in their districts and dealing with any shortcomings displayed by district support (RSA, 2001:10). Nevertheless, findings from Mbalati (2010:6) reveals that the policy is not implemented, the author exposed the incompetency of school managers, SMTs and educators to comply with the prescription of the policy. The probability is that schools are not conversant with the policy guidelines.

The province is responsible for the design of policies to provide administrative support, advise, guidance and resources to all its districts to enable them to help schools to respond to recommendations emanating from external evaluation (RSA, 2001:10). This suggests that the provinces should have policies for supporting schools on their SIP. Van Der Voort (2014:4) supports the above view that SMTs should be capacitated to develop SIP.

#### ***2.7.4. The role of supervisory units***

RSA (2001:11) asserts that the supervisory units are responsible for the day-to-day operations of WSE under the direction of the head of provincial department, but within a nationally co-ordinated framework. The supervisory units are directly managed by the Quality Assurance Directorate equivalent in the province in order to ensure synergy and integration of activities associated with quality assurance. This suggests that supervisors have the responsibility of assuring quality teaching and learning in schools. Given the challenge of lacking competent supervisors to understand multi-layered micro-politics and dynamics of schools as well as school needs (De Clercq, 2009:102), the schools are still failing to provide quality education. Silbert (2009:388) avers that WSE policy fails to resonate with the lived dynamics of the local context (schools). Supervisors need to work with district support to improve standards in the schooling system.

Supervisors are responsible of providing assistance to support services from time-to-time in order to raise standards, particularly in underperforming schools. Regardless of the support provided by the supervisors to district teams, schools are still underperforming. The reason could be because there is lack of co-ordination between WSE Unit at provincial offices and district offices (Setlalentoa, 2011:81). Consequently, this leads to minimal or no support at all (Mathaba, 2014:94).

RSA (2011:11) contends that the supervisory units are responsible for retrieving information

from their school evaluation reports that can be used to inform provincial and national departments on the quality of education in South Africa. This suggests that schools need to keep WSE reports.

#### ***2.7.5. The role of the district support team***

The district support team is responsible for monitoring and supporting schools on an on-going basis for the purposes of raising quality of education provision. They must provide information on their findings when requested by the supervisory units (RSA, 2001:11). This suggests that the district support teams are able to identify strengths and weaknesses of schools and areas of improvement through regular monitoring. School support is a serious challenge in South Africa, given that schools are lacking in capacity, resources and leadership to redress the legacy of apartheid education (De Clercq, 2009:108). These challenges impact on quality of education provision. It became evident that there should be budget in place for supporting schools.

The team is responsible for ensuring the availability of adequate transport and substance budget for the district support teams in collaboration with the provincial head office and district office. The researcher holds an assumption that there is a shortage of transport in Libode District which hinders regular visits and support by the district officials to schools. The budget can also assist in professional development of teachers so as to enhance the quality of teaching and learning.

The team co-ordinates staff development programmes in response to each educator's individual professional needs, the findings of WSE and the requirements of provincial and national policies and initiatives (RSA, 2001:11). This lack of immediate intervention from districts to schools can be due to lack of financial resources and schools may not be supported in their SIP as informed by the findings of WSE.

It is the role of the district team to guide schools in the implementation of the recommendations contained in WSE reports. Setlalentoa (2011:81) agrees that schools should be supported before and after evaluations and be guided in developing SIP. In line with this view, the district team should monitor the implementation of SIP.

The final role of the district team is to find ways of setting up clusters of schools with a view that approaches to improving the performance of schools can be integrated more efficient and effectively (RSA, 2001:11). De Clercq (2009:108) supports that clustering school system allows schools to share, reflect and build continuously on their good practices and systems. However, in Libode District underperforming secondary schools are reluctant to be clustered with high performing schools. The district is usually failing to cluster schools according to their performance.

#### ***2.7.6. The role of the schools***

The authority for the professional management of the school is vested with the principal, supported by the professional staff. The policy on WSE (RSA, 2001:12) indicates that the principal may delegate to an appointee or nominee from staff, to perform certain functions including quality management matters wherever needs arise. The principal is a key to educational change and school improvement. Although the principal plays a crucial role, he or she relies on the support of the staff members. The policy asserts that principal is then responsible (RSA, 2001:12), for the following:

- The undertaking of the SSE activities in line with the requirements of the WSE policy. The findings from Khosa (2010:11) show that most schools in South Africa seem to have weak internal capacity to conduct self-evaluation. Risimati (2007:250) concurs that SMTs do not conduct SSE;

- Co-operating with evaluation team as professional educators;
- Identifying an evaluation coordinator to liaise with all the monitoring and evaluation teams that visit the school. The coordinator will participate in the evaluation process by attending meetings, interpreting evidence and clarifying uncertainties but will not be part of decision-making when judgments about the school performance are made. Principals often delegate this task to HoDs;
- Granting full access to school records, policies, reports et cetera during external evaluation;
- Producing an improvement plan in response to recommendations made up in the evaluation report within four weeks of the receipt of the written evaluation report;
- Sending the improvement plan to the district head for approval and working with professional support service members assigned to the school in order to implement it; and
- Implementing the improvement plan within the stipulated time frames. Parents should be informed about the intended evaluation and distributing the written summary within the main conclusions and recommendations of the evaluation in accordance with the prescribed time (RSA, 2001: 12). The SIP that is submitted by the schools is often informed by Personal Growth Plans (PGP) in IQMS programme but not informed by WSE report. The assumption is that schools are submitted for compliance and are not monitored.

The above discussion indicates that all stakeholders are responsible for the implementation of WSE policy and also in ensuring quality monitoring and evaluation in the education system. However, there are challenges in the process of implementation.

The next session will discuss challenges encountered in implementing WSE.

## **2.8 CHALLENGES IN IMPLEMENTING WSE POLICY**

This section presents some of the major challenges facing WSE policy. The literature indicates systematic barriers in the implementation of the policy. Mbalati (2010:33) indicates that there is a serious concern in WSE policy; the policy is not implemented in schools. Biyela (2009:58) agrees that SMTs lack knowledge about WSE. In line with this view, Setlalentoa (2011:80) points out that there is lack of clarity regarding the WSE process and lack of knowledge. This suggests that the stakeholders may not perform their roles as stipulated in the policy (cf. 2.7). This implies lack of training.

There is lack of departmental support in terms of capacitating and training schools, which makes it difficult for the schools to implement SSE (Biyela, 2009:59). Risimati (2007:251) claims that there is lack of teacher training and development from the district; as a result, schools do not conduct SSE. This lack of training results to stakeholders not involved in SSE process (Setlalentoa, 2014:85). In the light of the above view, it can be noted that districts are not performing their role of supporting schools in SSE.

Other findings from Risimati (2007:250-262) suggest the following challenges: lack of leadership and management, lack of resources and non-implementation of SIP.

## **2.9 SUMMARY**

This chapter presented a review of related literature exploring the implementation of WSE in South Africa. The policy framework underpinning the WSE and WSE model used in South Africa were discussed. The second segment presented a discussion around the roles of the stakeholders: national, NEEDU, province, district and schools in implementing WSE. This section suggested that these stakeholders are not doing their duties as mandated by WSE

policy.

The last section outlined the associated challenges in implementing WSE. It was concluded that there are systemic barriers to the implementation of WSE. The next chapter presents an overview of literature review on the international perspectives on WSE.

## **CHAPTER THREE**

### **INTERNATIONAL PERSPECTIVES ON THE IMPLEMENTATION OF WHOLE SCHOOL EVALUATION**

#### **3.1 INTRODUCTION TO THE CHAPTER**

The previous chapter dealt with the implementation of WSE in South Africa. The policy framework underpinning WSE was discussed, the role of the stakeholders and the challenges associated with the implementation process were outlined.

This chapter examines international literature related to school inspection practices in six selected countries. The policy framework for school inspection, the roles of the stakeholders in inspection, challenges encountered in the inspection process and similarities and differences in school inspection practices were compared to South Africa. The following developed countries were studied, namely; England, Australia and USA. These countries were chosen because the accountability systems in student test scores are the feature of their education landscape (Mosoge & Pilane, 2014:2). The student achievement based on national student testing is linked to accountability systems (ibid). The inspection process is aiming at improving the student achievement in test scores.

In contrast, the following developing countries were studied, namely; Botswana, Tanzania and Mexico. The education landscape of these countries is similar to South Africa; the inspection is not necessarily used as an accountability measure in student test scores but is used for school improvement. The aim of selecting these countries was to explore how inspections are used for accountability and school improvement, and to recommend best practices of school inspection for South Africa that will help to improve learner performance in schools.

The term supervision should be understood in this chapter as covering all aspects of inspection and evaluation of schools. The concept school evaluation, school inspection and school supervision have the same meaning but are used differently in different countries. In this chapter, the concept school inspection will be used. School inspection is concerned with evaluation and monitoring of the education systems in different countries. Inspection means assessing the state of teaching and learning with the aim of improving education standards (Kalawole, 2012:37). It is concerned with evaluation and control of the education with a view of raising standards and quality of education in general. Badau (2014:70) sees supervision as an aspect of administration specifically concerned with ensuring that teachers are forced to certain standard of performance on their job. Therefore, supervision in schools is thus a sign of concern of quality instruction. This study is focusing on monitoring and evaluation of the schools by inspectors with the aim of raising standards in the quality of education systems and thus the concept school inspection is relevant for this study.

The next section focuses on school inspection in England.

## **3.2 ENGLAND**

This section discusses the introduction, the policy framework for school inspection, the role of the stakeholders, challenges in inspection and comparison of England inspection practices to South Africa were given.

### **3.2.1 Introduction**

In England, school inspection was introduced in the Education Act of 1992 which set up Office for Standards in Education (OFSTED) (OFSTED, 2012:4). It is a non-ministerial government agent dedicated to control inspection of schools (ibid). The purpose of school inspection is to provide an independent external inspection of the effectiveness of schools and

a diagnosis of what the school does to improve performance (OFSTED, 2012:6). The inspection process in England is carried out by OFSTED. It took over after Her Majesty's Inspectors (HMI).

The next session discusses the policy framework for school inspection in England.

### **3.2.2 The policy framework for school inspection**

The Office Standards in Education, children's services and skills known as OFSTED, was created in 1992 Education Act as part of a new era of parental choice and accountability. It is a national body that provides independent inspection of schools with public reporting to parents, Parliament and provision of the advice to ministers (Burgess & Allen, 2012:4). The inspectorate has focused on the need to make schools accountable for their performance and thus placed great emphasis on the use of external examination results to judge schools (Van Bruggen, 2010:20). The criteria on judging schools that are inspected are both objective and subjective. They are objective in the sense that schools are judged on examination results and subjective in the sense that schools are judged on inspector's view of teaching quality observed during inspection (Burgess & Allen, 2012:4). The schools are inspected on a five year cycle. The schools that are judged as unsatisfactory are visited more frequently without notice (Ehren, Althichter, McNamara, & Ohara, 2013:8).

For those schools judged to be unsatisfactory, they are deemed to have failed their OFSTED inspection and are sanctioned. The schools are split into two categories of schools causing concern: They are given notice to improve and are placed in "Special Measures" (Ofsted 2011a: 12). Notice to improve means that the school requires significant improvement because it is either failing to provide an acceptable standard of education, but is demonstrating the capacity to improve, or it is not failing to provide an acceptable standard of education but is performing significantly less well in all the circumstances it is expected to

perform (Ofsted, 2011a:12). Special Measures is a more serious judgement against a school. This means that the school is failing to give its pupils an acceptable standard of education and the persons responsible for leading, managing and governing the school are not demonstrating the capacity to secure the necessary improvement (OFSTED, 2011a:12). This policy of categorising schools set by OFSTED is giving more pressure to schools to improve performance. The studies showed sanctions and rewards have positive effect on educational quality in schools (Gustafsson, Ehren, Conyngham, McNamara, & O'Hara 2015:49). The schools with a stigma of "Special Measures" are reported on local media (OFSTED, 2011a:13). It puts more pressure to the head teacher and school governors to improve. The researcher opines that this measure of reporting unsatisfactory schools to the media is punitive and not supportive. The naming and shaming of underperforming schools might demotivate the head teacher. These schools are also subject to no operating restrictions and are inspected between six to eight months after the publication of their inspection report (OFSTED, 2011b: 4). After evaluation, OFSTED publishes the reports.

After the publication of the report, the head teacher and the chair of the governing body are invited to attend a school improvement seminar. The schools are given both the electronic version of the report and written report. The school does not need to prepare an action plan, but is expected to amend their existing school plans in the light of the judgement and submit to OFSTED within 10 working days (OFSTED, 2011c:5). The schools judged with notice to improve rather than special measures imply that inspectors believe that the school has the leadership to be able to effect the changes; outstanding schools are given incentives (Johns & Tymms, 2014:322). This suggests that inspectors in England do not advise but they make judgements (Ozga, Baxter, Clarke, Grek, & Lawn 2013:213).

The roles of OFSTED are discussed below.

### **3.2.3 The role of the stakeholders in the inspection process**

School inspection acts in the interest of children, their parents and employers. It encourages high quality provision that meets diverse needs and fosters equal opportunities (OFSTED, 2014:6). In order to ensure provision of high quality in the education, there are roles to be performed by stakeholders in the inspection process. The major role player in the school inspection in England is OFSTED. It ensures quality standards in the education system. The following players are discussed:

#### ***3.2.3.1 The role of Office for Standards in Education (OFSTED)***

The following are the duties of OFSTED (2008:8):

- To provide parents with an expert and independent assessment of how well a school is performing and help inform those who are choosing a school for their children;
- To provide information to the secretary of the state for education and to Parliament about the work of schools and the extent to which an acceptable standard of education is being provided. This provides assurance that minimum standards are being met, provides confidence in the use of public money and assist in accountability as well as indicating where improvements are needed; and
- To promote the improvement of individual schools and the education system as a whole.

Office Standards in Education assesses the standard of quality education provision in English schools. The parents can then choose the school for their child as informed by quality provision in that particular school. This puts pressure to schools to improve and to provide quality education so as to get more enrolments. The Parliament or state is also given feedback on the inspected schools so as to provide budget to promote the improvement of schools and the education system (OFSTED, 2008:8). OFSTED works with Local Education

Agency in improving standards in the education provisioning in England.

### **3.2.3.2 *The role of Local Education Agency (LEA)***

The role of LEAs is to challenge schools to raise standards continuously and apply pressure where they do not. LEA sets the direction of the local education system by establishing a consensus of view, articulating and communicating a vision for the education service and delivery of policies (Whitbourn, Mitchell, & Morris 2010:5). Its overall role is to manage the planning process for strategic planning in schools.

They work with OFSTED in supporting the schools that are planning to improve. However, there are challenges encountered by these stakeholders in the inspection process. These are discussed below.

### **3.2.4 The challenges encountered in school inspection**

The challenge in England is that OFSTED has been criticised for being judgemental and not developmental (Ozga, *et al.* 2013:213). This suggests that it focuses on judging schools rather than developing them towards improvement; they do not advise but judge schools (*ibid*). The theory says it is not clear that school inspections can lead to school improvement (Department of Education, 2011:2). However, the challenge is not in ways that inspectors make judgements but lies within the ways they convey those judgements (Baxter & Clarke, 2013:710).

Another challenge concerns consistency between inspectors and schools. The inspectors are not consistent in monitoring schools on their improvement. They judge the schools as unsatisfactory but are failing to support them towards improvement. They are seen as invisible “tick box” within the quality assurance process (Baxter & Clarke, 2013:712).

The next section compares school inspection in England to South Africa.

### **3.2.5 Comparing school inspection practices of England to South Africa**

School inspection in England is carried out by OFSTED which is the central body that does all the inspection process. I see inspection in England as highly bureaucratic. It is carried by higher authorities who may have little knowledge about the situation in schools. In South Africa, there is no central body for inspection. It is carried out at national, provincial, district and school levels.

The inspection reports in England are published (cf. 3.2.2). The parents are using the reports to demand improvement; if improvement does not take place they move their children to a different school (Gustafsson, *et al.* 2015:49). The schools are given electronic version of the reports. In South Africa, schools are given hand written or hard copy of WSE reports which might get lost and not disseminated to the stakeholders (RSA, 2001:8). England is ensuring that schools remain accountable in providing quality education to the learner. The schools are judged either to have serious weakness or failing to provide adequate education for the pupil are placed in special measures and are required to meet special targets with a tight time scale (OFSTED, 2011a:12). They might be no special measures taken in South Africa for underperforming schools. They are supported to raise their standards (cf. 2.7.4).

The next section discusses school inspection in Australia.

## **3.3 AUSTRALIA**

This section presents introduction, the policy framework for school inspection in Australia, the role of the stakeholders, challenges to inspections and comparisons of school inspection to South Africa were outlined.

### **3.3.1 Introduction**

School inspection in Australia is largely a centrally controlled inspection process; with little

opportunity for school input or self-review (Gurr, 2010:2). In addition, school inspection is conducted through an inspectional programme where teachers and schools are regularly assessed by a government appointed inspector. The body responsible for this assessment is National Assessment Programme Literacy and Numeracy (NAPLAN). It is used as a performance measure for state education systems (Sellar & Lingard, 2013:635). NAPLAN tests and compares school performance against similar schools (Eacott & Norris, 2014:169; Jensen, 2013:3). The test results in each school are published in “My School” website; it allowed parents to compare performance of all Australian schools (Jensen, 2013:15).

The next section discusses policy framework for school inspection in Australia.

### **3.3.2 The policy framework for school inspection**

Australia has a variety of forms of school inspection in place; each of which derives from the particular circumstances and traditions of the state, territory and school sector within which it was developed (Santiago, Donaldson, Herman, & Shewbridge 2011:99). There are two main forms of evaluation, namely; school self-evaluation and school external evaluation. The school inspection process is centralised.

#### **3.3.2.1 *School Self- Evaluation***

The school in every three years prepare a self-study report on the performance of the school. The report is verified by an external reviewer who visits the school. The reviewer’s report then goes to the government and the schools (Bernasconi, 2009:78). The self-evaluation report is verified and monitored in Australia that shows that schools are accounting for their self-evaluation reports.

School self-evaluation reports are judged using Likert scale and are accompanied by a development plan (Bernasconi, 2009:79). The school’s findings are validated by external

reviewer and the school development plan is reviewed. Furthermore, the school self-evaluation gathers and analyses measures of student performance and achievement, against plans and expectations (Santiago, *et al.* 2011:100). School self-evaluation ensures accountability in schools; schools are obliged to report about their self-inspection every three years (De Grauwe, 2004:32).

### **3.3.2.2 External school inspection**

External inspection process in government schools work within a clear state or territory policy and is organised and staffed by relevant state government departments (Santiago, *et al.* 2011:101). It can range from departmental officials to credible individuals with an established track record in running successful schools or with an academic background (Australian Government, 2010:20). Monitoring of the work of schools is typically carried out by local officials who also have some kind of management responsibility for group of schools. This triggers a concern that external evaluation can be as a result of specific concerns about the performance identified by local officials or perhaps at the request of the school itself.

Australia uses a process of independent, external school review but takes as its focus the school charter, a document drawn up by the school itself that contains its profile, its priorities and its code of conduct (Engebretson, 2008:2). External school reviewers act as critical friends. They assist the schools by analysing the school data and verify with their external review and report their findings (*ibid.*).

The external evaluation assists the school by taking a look at the analysis of the school data to ensure that the school self-evaluation is supported by the data presented. External reviewers assist the school in highlighting achievements and noting areas that need improvement (MacNab, 2007:57). The inspection reports are given to schools and are also published in

My School website for public use (Santiago, *et al.* 2011:112). The following stakeholders ensure that the inspection process is carried out in schools. Their roles are discussed below.

### **3.3.3 Roles of the stakeholders in school inspection**

The following role players play a major role in the inspection process in Australia:

#### **3.3.3.1 *The Council of Australian Government (COAG)***

According to Organisation for Economic Cooperation and Development (OECD, 2011:15), the COAG is composed of the Prime Minister, state premiers, territory Chief Ministers and the president of the Australian local government association. The role of COAG is to initiate, develop and monitor the implementation of policy reforms that are of national significance to the school inspection.

#### **3.3.3.2. *The role of Australian Curriculum, Assessment and Reporting Authority (ACARA)***

ACARA is an independent authority for publishing national report on schooling in Australia. It established 'My School' website which provides information about schools and it publishes results on the performance of each school (Rosenkvist, 2010:20). It manages the creation and implementation of a national curriculum, national student assessment and reporting nationally on school education outcomes (OECD, 2011:16). It brings together management of curriculum, assessment and reporting at national level and aims to provide a central mechanism through which all Australian schools can drive education priorities. Government inspectors are reporting to ACARA on student achievement after inspecting the schools (Sellar, 2015:122).

### **3.3.3.3 *The role of the Australian Institute of Teaching and School Leadership (AITSL)***

According to OECD (2011:17), AITSL provides national leadership for the Australian governments in promoting excellence in the profession of teaching and school leadership. It develops and monitors national standards for teaching and school leadership which are the key focus areas of inspection. There are challenges encountered by the role players in the inspection process. These challenges are discussed below.

### **3.3.4 Challenges in school inspection in Australia**

Australia is faced with the following challenges:

#### **3.3.4.1. *There is little national direction on the role and nature of school inspection***

National and local policy statements stress the importance of accountability and transparency but the outworking of these principles tend to focus on data and information. School inspection and reporting are accepted features of the overall strategy but there remains a need to clarify a number of vital issues relating to the relationship between the role of inspectors in both accountability and improvement; the scope of inspectors in relation to the emerging national agenda; the critical areas on which inspectors should focus; and the extent of transparency and accountability in school inspection (Santiago, *et al.* 2011:110). WSE is based on the principle of transparency and accountability (cf. 2.3.1).

#### **3.4.1.2 *Too great reliance on measuring and publicising student outcomes***

National Assessment Programme Literacy and Numeracy is measuring and publicising student outcomes on a comparative basis which will lead schools to focus on taking the action necessary to improve their performance. However, there are a number of possible perverse effects in placing too great reliance on this approach. There is a danger that schools which perform satisfactory may become complacent as spotlight falls on those which perform

least (Santiago, *et al.* 2011:111). WSE evaluates learner achievement in test results (cf. 2.5.6). There were also concerns relating to accuracy, error, and reliability of student outcomes in NAPLAN testing (Sellar, 2015:119). The research findings suggest that teachers were cheating on NAPLAN to achieve best results (Thompson & Cook, 2014:129; Chilcott, 2012:130). This suggests that the results were not authentic; the data on test results were manipulated.

#### ***3.4.1.3 The focus of school inspection needs to be better defined***

Inspections need both to evaluate the outcomes being achieved and to identify the key factors which have influenced to those outcomes. Inspections need to take direct account of those factors which are central to school improvement. Those factors include the quality of teachers and teaching process, the ethos of the school, leadership and the capacity of the school to evaluate itself. There is a need of clarity on the focus areas of inspection (Santiago, *et al.* 2011:111). In Australia, school inspection tends to focus more on the achievement of learners in test results rather than on the quality of teaching and learning. Learner achievement and quality of teaching and learning are the focus areas for WSE and school improvement (cf. 2.5.6; 2.5.3).

#### ***3.4.1.4 The degree of follow-up to school inspection is variable***

The feedback schools receive from an external review is a major input into school improvement process. The degree of follow-up or monitoring schools is variable and may not impact on school improvement (Santiago, *et al.* 2011:111). WSE calls for regular follow-up by inspectors to support schools in their improvement (cf. 2.7.5). In the section below, the challenges to school inspection in Australia are compared to South Africa.

### **3.3.5 Comparing inspection practices of Australia to South Africa**

In Australia, there is NAPLAN which is responsible for monitoring and evaluating performance of an individual school. It is publicising student test outcomes on a comparable basis. This suggests the comparison of schools can enhance school improvement. However, in South Africa, Umalusi as an independent body is responsible for reporting on student results but is not directly involved in the inspection of schools (Umalusi, 2009:111). The test results and inspection reports are published in My School website in Australia similar to South Africa; evaluation will result in a published, written report to help schools to improve (RSA, 2001:8).

School inspection in Australia is centralised in the state. The government appoints an independent inspector with track record of running successful school inspections to inspect schools. In contrast, in South Africa, the school inspection is not centralised at national level but carried at different levels (RSA, 2001:2).

Schools in Australia are accounting for self-evaluation. They are reporting every three years to the government (Bernasconi, 2009:78). The inspection reports are validated by the external reviewers. The school's self-evaluation reports are accompanied by development plan. In South Africa, SIP follows after external inspection (cf. 2.4.1). Schools are not accountable in conducting self-evaluation in South Africa because they are not reporting on their SSE.

The next section focuses on school inspection practices in USA.

### **3.4 UNITED STATES OF AMERICA (USA)**

In this section the introduction is presented, the policy framework for school inspection, the role of No Child Left Behind in inspection is discussed, challenges to inspection and comparison of school inspection in USA to South Africa is also discussed.

### **3.4.1 Introduction**

The USA Department of Education had launched an accountability pilot to identify schools for performance improvement. The pilot was called No Child Left Behind (NCLB) policy. It was introduced in 2008 as an accountability tool to inspect schools (Charles, Bernstein, Dempsing & Hudson 2012:2). The NCLB Act requested the DoE to annually determine whether schools and districts were making adequate yearly progress towards reading and Mathematics. The schools with no improvement were identified as needing improvement and were subject to interventions (ibid). The districts also had to develop and implement a plan for restructuring the governance of the underperforming schools. The NCLB was used in the USA as an inspection and accountability tool (Charles, *et al.* 2012:6). It encouraged schools to meet specific standards (Faubert, 2009:9).

The section below discusses policy framework for school inspection in the USA.

### **3.4.2 The policy framework for school inspection**

All schools in USA are expected to conduct their own self-evaluation in accordance with common inspection frameworks (Ryan, Gangha & Ahn 2013:4). School self-evaluation is intended to provide overall quality and key priorities for development and thus serve as a catalyst for on-going self-reflection, learning and improvement (ibid). The inspection team assesses to the extent and ways in which they agree or disagree with school self-evaluation. The team's recommendations and feedback are intended to help school personnel to take actions necessary to improve (Ryan, *et al.* 2013:5).

Schools in the USA are inspected every three to five years. After inspection, schools receive an overall quality rating and oral and written report. Low performing schools are inspected more frequently in order to monitor their progress closely. Students who fail in test results

set by NCLB may be transferred to other schools and schools are imposed penalties. The Minister may take penalty including funding cut to underperforming school (Faubert, 2009:10). Inspectors observe lessons if they are not challenging for all learners and whether teachers are using appropriate teaching methods (Ryan, *et al.* 2013:6). Inspectors discuss learners' achievement with parents, teachers and learners. They give feedback to teachers for further improvement (Ryan, *et al.* 2013:6). Inspectors also review learners' behaviour records. This suggests that the USA is inspecting the quality of teaching and learning. Inspectors are not only inspecting teaching but also the discipline of learners. School self-evaluations are monitored so as to guide the school towards improvement. The inspection reports are disseminated to all the stakeholders. (Ladd, 2012:27). The NCLB is a major role player in school inspection in the USA. This is dealt with in the next session.

### **3.4.3 The roles of the stakeholders in school inspection in the USA**

The following are the roles of NCLB:

#### **3.4.3.1 *The role of NCLB***

The NCLB policy is an accountability tool for systematic standards and testing for schools and districts. The pupils are judged on their adequate yearly progress in tests set by NCLB. It creates a national standard: all schools are measured against a uniform national test set by NCLB Act especially in Mathematics and reading (Ladd, 2012:11). The NCLB also mandates the restructuring of some schools and improvement strategies. Its primary purpose is to ensure that students in every public school achieve important learning goals while being educated in safe classroom by well-prepared teachers (Yell, 2010:1). The aim is to increase student achievement. In addition, the NCLB Act requires schools to close academic gap between students from different backgrounds. The NCLB Act is a controversial law that places educators under growing pressure to increase the achievement in all students and to

narrow the test score gap between groups of students (Yell, 2010:2). There are challenges encountered by NCLB in school inspection.

### **3.4.4 Challenges in school inspection in the USA**

The following challenges are encountered in USA:

#### ***3.4.4.1 Conflicting perceptions on external school inspection***

The NCLB Act has been controversial in America for a variety of reasons. Teachers disapprove the sanctions implied by NCLB because it had financial penalties for low performing schools, and rather suggest that they (teachers) may be dismissed if they fail to improve (Barrett, 2009:1). The most held criticism was that the expectations of the federal mandate on student performance were set so high that all USA schools may fall short of NCLB requirement (Barrett, 2009:2). The state and local policy makers complained that meeting federal mandate would require investments (Kochan, 2007:27). State policy makers reported that they lacked guidance from the DoE on how to implement NCLB (Davidson, 2013:10).

#### ***3.4.4.2 Conflicting views on use of student results to evaluate the school***

In the USA, the state offer sanctions or rewards to schools based on student test scores on standardised exams. NCLB mandated sanctions to low performing schools (Dee & Jacob, 2010:151). The provision of NCLB Act had aroused oppositions from teacher unions. Both the National Education Association (NEA) and the American Federation of Teachers (AFT) were against using test scores to evaluate schools and individual teachers (Faubert, 2009:37). Resistance of the unions acts as obstacle in the inspection process. WSE is a collective bargaining agreement with all stakeholders including unions, reaching an agreement on the implementation of the policy (RSA, 2001:3).

#### **3.4.4.3 Lack of appropriate information and training to guide inspection and improvement**

Implementation difficulties in the USA are likely to stem from insufficient information and training. The survey that was conducted in American states in 2010 suggested that teachers were lacking appropriate support (Hamilton, 2010:62). The survey provided a snap short of instructional practices in the context of the external accountability systems required by NCLB. Teachers and school leaders were lacking appropriate skills to use performance data and to translate inspection results into practice (Hamilton, 2010:62). Testing does translate into good information for schools on the challenges they face, and even less into support to guide school improvement (Bowen, Rose & Were, 2008:97). Schools may lack capacity and training to understand and use data effectively to inform improvement. In the context of federal NCLB Act, schools are facing challenge of higher performance standards without significant increase in funding and support (Bowen, *et al.* 2008:97). The implementation of WSE requires training from national to school levels. However, there is a concern that schools might lack training and support in the use of data from school inspection reports. These challenges are common in South Africa. The school inspection practices of the USA are compared with South Africa in the next section below.

#### **3.4.5 Comparing school inspection of America to South Africa**

In the USA, school inspection is focused on pupil attainment in national tests. The NCLB Act adopted in 2001 comprises strong accountability measure designed to encourage school to meet specific standards (US Department of Education, 2012:10). Test results for each school are reported and compared to state-determined targets for adequate yearly progress (*ibid*). In South Africa, school inspection focuses on learner achievement and school improvement. The researcher assumed that there are no standardised tests set at national level that are used for school inspections. In the USA, the state plays a major role in supporting learners. The

standardised achievement tests are conducted frequently to assess learners. This might not be the case in South Africa. The standardised test in the USA focuses on achievement in Mathematics and language; teachers might focus on teaching two subjects and ignore others because they are not central to school inspection.

In the USA, failure of students to perform satisfactorily in the tests can result in penalties including funding cut and transfer of learners to high performing schools. In contrast, South Africa might have no provision in place at national level to cut budget allocated to schools and to transfer underperforming learners.

### **3.5 BOTSWANA**

This section presents introduction, policy underpinning school inspection in Botswana, the roles of the stakeholders, challenges associated with school inspection and comparison of school inspection of Botswana to South Africa are outlined.

#### **3.5.1 Introduction**

The school inspectors are members of committees and panels in charge of curriculum development, teacher training and examinations (Matete, 2009:42). The next section discusses the policy framework for school inspection in Botswana.

#### **3.5.2 The policy framework for school inspection**

The school inspection in Botswana is carried out at central level. There are three departments responsible for school inspection. Each department has inspectors with their duties to perform (De Grauwe, 2000: 70). All inspectors have annual plans and monthly itineraries prepared by them and approved by the Regional Education Officer (REO). They select schools for visit as informed by problems at schools. The schools with problems are given first priority (Makgothi, Bangele, Motlote, Pansiri & Storeham 2001:53).

The inspectors plan their visits; they get information about the school before visit, the information about each school covers its name, when it was established, the enrolment each term, number of pupil transferred, number and names of teachers at school and when the school was last visited ( Makgothi, *et al.* 2001:54). Inspectors then prepare for visit after they have collected information about the school. They inform the school about the visit, find policy documents needed for the visit; for example, code of conduct and timetables (De Grauwe, 2001:70). They give notice to the schools in advance so that teachers are able to prepare a list of the problems they wish to discuss with inspectors. Notice depends on the type of visit: full inspections and pastoral visits are always announced (*ibid*). Full inspections take five days. Pastoral visits are informal; they are usually conducted to welcome novice teachers (*ibid*).

All inspectors have guidelines for visits. During inspection, inspectors validate the information they have about the school with school documents. They also observe lessons and allow teachers to indicate their strengths and weaknesses (Makgothi, *et al.* 2001:55). The teachers are empowered in classroom observation; they discuss aspects for improvement and agree on the data gathered for follow-up on advices suggested during classroom observation (*ibid*).

After inspection, inspectors give oral feedback discussion after lesson observation at the staff meeting. The teachers are allowed to interact with oral report (Makgothi, *et al.* 2001:56). Inspectors give recommendations to the head teacher on their findings about the school. The inspectors then undertake follow-up to ensure that their recommendations are put into practice. They call meetings and motivate teachers through visits and lesson observations and discussions (Makgothi, *et al.* 2001:61). The head teacher is required to develop specific action plan to implement recommendations (*ibid*). Reviewed research shows that the inspection reports are useful in the running of the schools. However, teachers are not satisfied

with the follow-up activities (Moswela, 2010:71). The impact of inspection depends to a large extent on the possibility for inspectors to visit the school regularly (Makgothi, *et al.* 2001:62). The inspectors and departments play a significant role in school inspection. The roles of the departments are discussed below.

### **3.5.3 Roles of the stakeholders in school inspection in Botswana**

The following roles of different departments are discussed:

#### **3.5.3.1 *The role of Department of Primary Education***

The main inspector in this department is the Senior Education Officer (SEO) in charge of an inspectorial area (Makgothi, *et al.* 2001:24). According to Makgothi, *et al.* (2001:25) and Matete (2009:42), the main functions of the inspector fall into the following categories:

- Professional function

The SEOs conduct inspection of schools in their areas. They give teachers advice on instructional matters based on the gaps observed during lesson observations. Training needs are also identified during the inspection and school-based staff developments are arranged. The head's leadership capacity is assessed and supported.

- Administrative function

The SEOs relate mainly to personnel management, maintenance of teachers' records, transfers, engagement of untrained teachers, deployment of teachers, recommendations for promotions and disciplinary actions.

- Liaison function

The SEOs liaise with the Ministry of Education to advice on matters of infrastructure and education policy.

### **3.5.3.2 *The role of Department of Secondary Education***

According to Makgothi, *et al.* (2001:25), the roles and responsibilities of secondary education departments are as follows:

- Improving the quality and productivity of the Secondary Education personnel;
- Maintains and continuously raising the standards of academic performance;
- Promoting professionalism among teachers and Education Officers;
- Ensures that curricular are adequately followed;
- Implementing and maintaining the approved National Policies on Secondary Education;
- Evaluating the impact and relevance of the policy; and
- Administering the relevant provision of the Education Act and other regulations performs to Secondary Education.

### **3.5.3.3 *The role of Department of Training and Development***

The main responsibility of this department is to offer support and advice to schools and teachers. While in-service education officers for both primary and secondary schools complement each other, a distinction can be made. At secondary level, they are subject specialists. Their principal duty is to monitor and seek ways of improving standards of teaching and departmental administration within their specific subject areas. Where primary schools are covered, officers work mainly with the curriculum (Makgothi, *et al.* 2001:29). There are challenges encountered in school inspection in Botswana. These challenges are discussed below.

### **3.5.4 Challenges encountered in school inspection in Botswana**

According to Makgothi, *et al.* (2001:64), the following challenges are encountered in Botswana:

#### **3.5.4.1 Recruitment and training**

There is a concern of poor recruitment compounded by these factors: the manpower ceilings imposed on the ministry by development planning and recruitment and career issues. The best people that were recruited as inspectors were heads and deputies of secondary schools. The teachers who apply for SEOs do not sufficient experience (Makgothi, *et al.* 2001:64). There was absence of a comprehensive training for SEOs which undermines the development of inspection service. Training has been ad hoc without focus and this had impact on inspectorate services and contributed to decline in student performance (Mosware, 2015:4). The decline can be attributed to lack of training of supervisors to supervise teachers (Moswela & Mphale, 2015:62). WSE requires well trained and accredited supervisors (RSA, 2001:11).

#### **3.5.4.2 Working conditions**

The inspectors in primary and secondary education were financed to meet their expenses. The concern was lack of adequate and appropriate office accommodation and transport. That hindered regular visits to schools. The role of the Ministry of Education is to provide funding that will be distributed to all provinces or zones for school activity (cf. 2.7.1). Therefore, it is the role of central government to fund inspection process so as to overcome the challenge of shortage of transport and offices in Botswana.

#### **3.5.4.3 Insufficient visits**

The school visits were not sufficient but irregular. The head teachers and teachers believe that inspectors do not know their job description; they need training (Makgothi, *et al.* 2001:66). WSE policy requires on-going visits and support by inspectors (cf.2.3.4).

#### **3.5.4.4 Lack of follow-up**

According to Makgothi, *et al.* (2001:67), there was lack of follow-up because inspectors were overloaded resulting in a limited number of inspections. The lack of follow-up resulted to irregular visits. WSE calls for on-going support and follow-up to schools; ensuring that schools are implementing recommendations suggested during onsite visits (cf. 2.7.4).

#### **3.5.5 Comparing school inspection of Botswana to South Africa**

School inspection in Botswana is carried at central government. There are three main role players in school inspections: Department of Primary Education, Department of Secondary Education and Department of Teacher Training and Development. In South Africa, the main role players are national, provincial, district and school levels. In both countries, there is no sufficient budget to cater for inspection activities and there is shortage of transport. There is a common challenge of lack of follow up after inspection in both countries (Makgothi, *et al.* 2001:67; cf. 2.7.5). There is no database in Botswana to capture the inspected school (cf. 3.5.2). There is a concern on the criteria for selecting schools for inspection in both countries.

In Botswana, the criteria for selecting schools are informed by problems at schools (Makgothi, *et al.* 2001:53). In South Africa, poor performance is the main criteria for selecting schools for inspection (cf. 2.7.4).

## **3.6 TANZANIA**

This section discusses the school inspection practices in Tanzania, The policy underpinning school inspection practices in Tanzania, the role of the stakeholders, challenges to inspection and comparison of school inspection of Tanzania to South Africa was made.

### **3.6.1 Introduction**

In many developing countries, inspection services were established after independence (De Grauwe, 2007:709). School inspection assists to ensure quality education accountability and school improvement (Luginbuhl, Webbink & De Wolf, 2009:221). In Tanzania, different Education Acts were formalised by the government to ensure accountability in quality education (Matete, 2009:142). Inspection in Tanzania was thus used as accountability tool in the provision of quality education. The purpose of school inspection is to advice the Ministry of Education and Vocational Training on the best way of implementing education policy (Kambuga & Dadi, 2015:2).

The next sections discuss the policy framework for school inspection in Tanzania.

### **3.6.2 The policy framework for school inspection**

The management of school inspections in Tanzania is done by the school inspectorate. School inspectorate is one of the eight departments managed by the Minister of Education and Vocational Training (MoEVT) (United Republic of Tanzania (URT), 2012:18). School inspectorate has the responsibility to inspect schools from primary level, secondary level and vocational training colleges. After every two years, the school inspectorate conducts full inspection of each school in Tanzania. School inspectorate is headed by the Chief Inspector of Schools (CIS); who reports to the Chief Education Officer (CEO) (Ehren & Honingh, 2012:239).

The inspection process in Tanzania has three stages, namely; in pre-inspection stage, inspection stage and report delivery stage. In the pre-inspection stage, the inspectors do necessary preparations for school visit. They send prior notice or letters to schools regarding their intention of visiting the school and inform the school leaders to prepare the documents ready for inspection (URT, 2012:20). Inspectors conduct the pre-inspection meeting whereby the school inspectors meet the school administration for introduction and outlining the purpose of their inspection visit (ibid).

The second stage is during inspection. Inspectors collect data about the school management and the administration, quality of teaching and learning and the physical infrastructure of the school. During inspection the head master of the school usually plays the role in facilitating the inspection on matters involving the administration. Teachers also have a role in ensuring professional due care is adhered to in the course of their work (URT, 2012:22).

In the third stage, the school inspector delivers a report to the relevant stakeholders of the school. The inspector team discusses the findings and conclusions with the school staff and the school board. These stakeholders are head of the school, members of the school and owners of the school. The owners of the schools are permanent secretary of the ministry, education agencies, managers and administrators at zonal, regional and district levels (URT 2012:22). After school inspection, inspectors summarise the findings in a form of school inspection reports. The reports have a summary of the key findings, recommendations and judgements according to the grades each school earns. The schools are given scores in the focus areas of inspection and are graded according to the scores and are given certificates. These grades are used to grade school performance. The school receives a letter either as reward or as a penalty or consequences of the judgement (URT, 2012:23). If the consequences of the school inspection are negative, they can lead to either demotions of school leaders and teachers, unplanned transfers of learners and cut down of the school

funding or closing down of the school (Ehren & Visscher, 2012:205). Due to these threats imposed by the government of grading schools and demoting teachers and head teachers, the schools may prepare false documents. The MoEVT is the major role player in school inspections in Tanzania. The roles are discussed below.

### **3.6.3 The roles of stakeholders in school inspection in Tanzania**

According to URT, (2008:28) the roles of the inspectors and other stakeholders are as follows:

#### **3.6.3.1 *The role of school inspectors***

School inspectors have three major roles, namely; inspection role, advisory role and developmental role. On the inspection role, the school inspector plays the following activities: monitoring, assessing and evaluating the quality of the school. With regards to advisory role, the school inspector disseminates the information on acceptable practices on curriculum implementation and identifies training programmes, while development role is concerned with supporting school projects (URT, 2008:28; Matete, 2009:50).

#### **3.6.3.2 *The role of the Primary- School Inspector (PSI)***

According to De Grauwe (2001:35), the roles of PSI are as follows:

- To supervise the implementation of government education policy any regulations;
- To ensure the effective implementation of the school curriculum;
- To advise on matters related to education when and where appropriate;
- To extent the inspection programme;
- To write up all relevant inspection reports;

- To supervise all teachers on probation;
- To deal with any teacher related as being “weak”;
- To liaise with colleagues when required; and
- Other duties include books and syllabus reviews as members of subject panels in curriculum development and acting as setters and markers of examinations.

### ***3.6.3.3 The role of the District Education Officer (DEO)***

According to De Grauwe (2001:35), the roles of the DEO are as follows:

- To act as advisor to the District Authority by interpreting the Education Act and Education Policy;
- To oversee the development and management of all primary schools in the district;
- To oversee implementation of District Education Plans;
- To supply school materials, post teachers and ensure infrastructural upkeep in schools;  
and
- To manage education grants.

### ***3.6.3.4 The role of Teacher Resource Centre***

They were set up with the following objectives:

- To improve the classroom performance of the teachers through training, development and involvement in curriculum issues;
- To be a local point of disseminating ideas related to management, planning, teaching and

learning methods;

- To be a training and advisory centre for teachers and the community at large; and
- To develop skills in the production and use of local teaching materials (De Grauwe, 2001:35). There are challenges encountered by the role players in inspection process. These are discussed below.

### **3.6.4 Challenges encountered in school inspection in Tanzania**

The following challenges are encountered in Tanzania:

#### ***3.6.4.1 Decision making based on inspectors' views***

The Ministry of Education and Vocational Training (MoEVT) administrators depend largely on the inspectors as a source of information about the breaches of laws and regulations, misuse of public funds, potential of heads of school and about promising teachers. Therefore, inspectors then are the agents of being bureaucratic to teachers rather than improving teaching and learning process (Kambuga & Dadi, 2015:10). Teachers are faced with a challenge of workload and large class sizes which hinder effective teaching and learning (Haule, 2012:17). Inspectors should focus on supporting the teachers. WSE mandates the Minister of Education to require information on teaching and learning in each school (cf.2.7.1).

#### ***3.6.4.2 Insufficient regular inspection in schools***

School inspections are done to monitor whether schools are adhering to the educational policy aims and objectives, to check whether the schools are in line with the curriculum and standards set in order to safeguard the quality. The whole school inspection is supposed to be done once a year but due to limited resources like transport and human resources, it is done

once in every two years. This has created impact on student achievement (National Audit Office, 2010:19). WSE requires inspectors to regularly monitor quality of teaching and learning in schools (cf.2.7.1).

#### ***3.6.4.3 Poor student academic performance***

The planning of school inspection in place does not prioritise to address the issue of poor academic progress in schools and the quality of the school tests and examinations prepared by teachers. There is no planning in place that these issues should be given special attention in the inspection programme (Kambuga & Dadi, 2015:10). There are no guidelines for inspectors on how to handle this matter; as a result, poor performance is still a concern in Tanzania (ibid). WSE focuses on quality of teaching and learning and learner achievement, which are the main focus areas for school improvement (cf. 2.5).

#### ***3.6.4.4 Inspection and appraising system***

The work of inspectors involves appraising of teachers. Teachers are given certificates and schools are graded according to their performance (Kambuga & Dadi, 2015:11). This might demotivate teachers who are not appraised and may reduce their morale in teaching.

#### ***3.6.4.4 Poor communication of the results to education stakeholders***

The results of school inspection are not effectively and efficiently communicated to various education stakeholders. Parents who are the customers of the education service are not kept informed about the progress of the school; this makes them to have no evidence-based claim about the results of their children (National Audit Office, 2010: 20). Inspection reports are supposed to be disseminated to all the stakeholders. The inspection practices in Tanzania are compared to South Africa in the section below.

### **3.6.5 Comparing school inspection of Tanzania to South Africa**

In Tanzania, schools are inspected every two years unlike in South Africa where they are inspected every five years. Furthermore, in Tanzania, schools are given scores and are graded according to their performance. Head teachers and teachers of underperforming schools may be demoted (Ehren & Visscher, 2012:205). Unlike in South Africa, head teachers of underperforming schools are capacitated through workshops. In both countries, there is lack of follow-up due to the budget constraints.

## **3.7 MEXICO**

In this section, the introduction, the policy framework for school inspection in Mexico, the role of stakeholders, challenges to inspections and comparisons to South Africa are presented.

### **3.7.1 Introduction**

There is no well-established systematic approach to school inspection in Mexico. It is the school level data, including the results in National Assessment of Academic Achievement in Schools (ENLACE) that provide information on student performance against the national standards. Schools are encouraged to engage in self-evaluations and instruments are provided nationally. Involvement in self-evaluation is voluntary except in those cases where the school takes part in one of the federal education programme such as Quality School Programme (QSP) (OECD, 2012:140). The schools that are part of the programme are underperforming schools. There is a long-established tradition of oversight of school work by supervisors and other personnel external to the school, but their role has been associated with ensuring schools' compliance with the regulations and other administrative tasks (ibid). Mexico is a federal country. The state is responsible for all the inspection process (OECD, 2010:120).

The section below discusses the policy framework for school inspection practices in Mexico.

### **3.7.2 The policy framework for school inspection**

The inspection process in Mexico is carried out by the state. Schools that are not part of the QSP may not conduct self-evaluations (Kimball, Milanowski & Mckinney 2009:233). The schools are required to produce a report on quality and improvement plan as a condition of receiving additional resources available through a specific programme (OECD, 2008:29). In Mexico, self-evaluations are done for extra funding of programmes but do not necessarily serve as schools' introspection on their quality of teaching and learning. In addition, there is no systematic external approach that exists to support and comment on self-evaluation or to report on the quality of education in non-programme schools (OECD, 2008:29). It clearly shows that in Mexico there are no systems in place for external evaluations of schools that are not part of QSP. Schools have little scope to determine their own ways of meeting the needs of their students and their local community. School directors may lack the capacities required to drive school improvement; they spend most of their time on administrative tasks (Kimball, *et al.* 2009:235).

In Mexico, a school director is the person in charge of the functioning organisation and management of the school (Kimball, *et al.* 2009:235). Other administrative functions are undertaken by teachers who do not have formal responsibility of those functions (OECD, 2010:120). The state organises its own system of inspection of schools which links schools to state educational authorities (OECD, 2012:148). The state organised programmes to support self-evaluations.

Though self-evaluation is compulsory to schools that are taking part in QSP, the state had intervention to promote self-evaluations (OECD, 2012:148). These programmes included awareness-raising among staff on self-evaluation, creation of an improvement plan and development of management information system (RENAME) in the education system (*ibid.*).

Mexico developed a new management information system known as RENAME to collection information from schools including student achievement (Aguero & Beleche, 2013:355). The information was used by inspectors and state in inspecting the schools (Koretz, 2008:456). There are no inspectors in Mexico responsible for inspecting the schools; it is the responsibility of the federal government (state). The state relied on data collect from RENAME and ENLACE which were the monitoring tools used for inspection, to publish reports about the school. The inspection reports were disseminated to all the stakeholders (Santiago, McGregor, Nusche, Ravela & Toledo, 2012:146). The major role player in school inspection in Mexico is the federal government (state). There are other role players that work with the state; their roles are discussed below.

### **3.7.3 The role of the stakeholders in school inspection**

The following are the roles of the stakeholders responsible for school inspection in Mexico:

#### ***3.7.3.1 The role of the Federal government***

According to Nusche (2012:192), the federal government is responsible for:

- development and co-ordination of educational evaluation in the education system.
- collection and dissemination of information necessary for planning and evaluation of the education system as well as for development of strategic programmes.
- providing professional development of teachers and are responsible for quality education and financial management.

### **3.7.3.2 *The role of New Management Information System (RENAME)***

The RENAME provides useful information on each school, including qualitative data on student outcomes in ENLACE assessments (OECD, 2010:19). These arrangements provided parents, local committees, educationalist and the general public with some key information about the school (ibid).

### **3.7.3.3 *Other role players at national level***

A significant player at the national level is the National Institute for Educational Assessment and Evaluation (INEE). It provides instruments to federal, state and private education authorities for the evaluation and assessment of educational activities at both the basic and upper secondary education levels. It is an agency with high technical standards which shares the responsibility to evaluate the Mexican education system. The INEE includes the design and development of student national assessments, educational indicators on the quality of the national education system as well as of state education sub-systems, and the evaluation instruments and guidelines; the management of international students assessments; the support to state authorities in their educational evaluation activities; the promotion of evaluation culture within the Mexican education system; and studies and research in education evaluation (Santiago, *et al* .2012:21).

The INEE is contributing to school evaluation in two main ways: the first consists of the development of conceptual and methodological tools for self-evaluation to be used by school agents (supervisors, directors, teachers, student and parents). It provides tools and relevant information for school evaluation. The tools include application manuals with information on the theoretical foundations, considerations and recommendations for their application, marking procedures, interpretation of the data gathered and activities suggested for the use of evaluation results to improve schools (OECD, 2010:65). The following challenges are

encountered.

### **3.7.4 Challenges encountered in school inspection in Mexico**

The key challenges for Mexico are to improve the role of inspectors, introduce more systematic school-level inspection, focusing on quality of teaching and learning not only on the outcomes in tests and to provide clear lines of accountability in school inspections (Santiago, *et al.* 2012:154) . These challenges are discussed below.

#### ***3.7.4.1 There is no permeating culture of school inspection***

According to Santiago *et al.* (2012: 154), the notion of school inspection is not well embedded in Mexican education principles and practices. Inspection has been associated with negativity not with improvement. That pronounced conceptual belief has distracted federal government to introduce a system of school inspection that may effect change (Santiago, *et al.* 2012:154). Therefore, Mexico has a considerable task to overcome negative misconceptions. However, there is no culture for school evaluation in Mexico. The schools that are conducting self-evaluation are those that are participating in federal programmes. WSE policy mandates schools to conduct their self-evaluations. SSE is at the heart of quality assurance (cf. 2.4.1).

#### ***3.7.4.2 A comprehensive system of school inspection is lacking, including a meaningful approach to external evaluation***

The key challenge for Mexico is to develop a comprehensive system of school inspection. Overall, key components of a successful policy development and implementation of school inspection and improvement are missing in Mexico (Santiago, *et al.* 2012:155). The sustained meaningful system of external school inspection is lacking. The external monitoring of schools was undertaken by the inspection system in the different states. There

are no clear roles played by inspectors in school inspection. Inspection process is carried out by the federal government. The state is only inspecting schools that are participating in QSP (OECD 2008:29). Those that are not part of the programme are not inspected and thus a challenge that might hinder school improvement. External evaluation is important in WSE; most importantly, external evaluators validate the information in the school, and they conduct classroom observations and recommend solutions for improvement. They are central to school improvement (cf. 2.4.2).

#### ***3.7.4.3 School self-evaluation practices remain incipient***

The challenge for Mexico is to understand school-evaluation process and instruments that are consistent in all schools. There is no consistent school-evaluation in schools (Kimball, *et al.* 2009:236). The federal state failed to train the schools on the instruments for SSE. This might be caused by the fact that there are no inspectors to carry out this duty. It is the responsibility of the state. However, there is no evidence that SSE will lead to school improvement (OECD 2010:56). WSE can only lead to school improvement if schools are conducting SSE (cf. 2.7.6).

#### ***3.7.4.4 Accountability of states for the provision of quality education in scarce***

The challenge is to find ways of ensuring that the state is effectively accountable to Mexican people for the quality provision in their schools and outcomes achieved (Santiago, *et al.* 2012:156). WSE calls for accountability of stakeholders in providing quality standards in the education system of a country. The pressure to account promotes school improvement (Altrichter & Kernethofer, 2015:32). The school inspection practices in Mexico are compared to South Africa in the section below.

### **3.7.5 Comparing school inspection of Mexico to South Africa**

School inspection in Mexico is carried out by the federal government. School self-evaluations are supported at federal level unlike in South Africa, where schools are supported in SSE at provincial level (cf. 2.7.3). The schools in Mexico have autonomy to conduct SSE. Those schools that are not under QSP may not conduct SSE unlike in South Africa, where WSE policy mandates all the schools to conduct SSE (cf. 2.3).

The management information system (RENAME) in Mexico is used to collect information from schools. It includes both qualitative and quantitative evaluation statements at individual school. National Assessment of Academic Achievement in Schools (ENLACE) set guidelines for assessment to be undertaken by the state and local authorities. In Mexico, RENAME and ENLACE serve as the data collecting instruments used by the state to inspect schools and to provide feedback to the schools. Conversely, in South Africa, there are external evaluators that collect both qualitative and quantitative data in schools. They collect this information from SSE reports and validate the information with the document during on-site visit (cf.2.3.4).

There is no permeating culture to school inspection in Mexico; there is no meaningful approach to external evaluation. Whereas in South Africa there are systems in place for inspecting schools, different role players play significant roles in school inspections from national to school levels. The supervisory team in South Africa is responsible for external evaluations. In Mexico, it is the responsibility of the state; there are no inspectors.

### **3.7.6 SUMMARY**

This chapter discussed a review of related literature exploring school inspection practices in six countries. The opening part introduced how the countries are conducting their inspection.

The second section highlighted policy framework for school inspection. The third section discussed the roles of the stakeholders in school inspection. Special attention was given to major role players implementing school inspection. The fourth section discussed associated challenges experienced by different countries in inspection and the last section compared the school inspection of selected countries to South Africa.

The next chapter presents research methodology and design.

## CHAPTER 4

### RESEARCH METHODOLOGY AND DESIGN

#### 4.1. INTRODUCTION

The literature study discussed in the preceding chapter provided theoretical perspectives on the implementation of WSE, the role of the stakeholders in implementing WSE and the challenges encountered in the selected international countries.

This chapter presents a detailed description and justification of the research methodology and design employed in this study. Research methodology refers to the overall collection of methods and procedures or rules that guide the research within a well-defined epistemology (Lichtman, 2013:324). Whisker (2009:88) describes a research methodology as a theoretical framework undergirding the approaches and methods of a study. This study was guided with procedures and approaches that aimed at answering the aim of the study.

The aim of this study was to investigate how WSE is implemented at secondary schools in the Libode District. To carry out this research, a qualitative approach was adopted. The case study approach was used, guided by Yin (2011:89), who claims that a case study design should be considered when the focus of the study is to answer “how” and “why” questions. Yin (2011: 89) categorises case study as explanatory, exploratory or descriptive. He also differentiates between single, holistic case studies and multiple case studies. This study utilised exploratory case study to explore how schools in Libode District implement WSE and challenges encountered in the process. Libode is one district, but multiple cases were examined within the district.

## 4.2. RESEARCH APPROACH

This study utilised qualitative research approach. Qualitative research is concerned with understanding the processes and the social and cultural contexts which underlie various behavioural patterns (Maree, *et al.* 2007:51). It studies people or systems by interacting with and observing the participants in their natural environment and focusing on their meanings and interpretations (*ibid*). Braun and Clarke (2013:24) assert that qualitative research approach allows richer or deeper understanding of a phenomenon, retain focus on people's own framing around issues, and their own terms of reference, rather than having it pre-framed by the researcher. In the light of the above, the empirical data of this study consisted of participants' understanding and interpretation on how they implement WSE. This study explored the views and experiences of SMTs, district officials and provincial officials regarding the implementation of WSE and challenges they face in the implementation process.

The advantage of qualitative research is its potential to grasp the native's point of view in its natural setting (McMillan & Schumacher, 2010:323). In addition, Merriam and Tisdell (2015:3) concur that the advantage of qualitative research approach is that it is conducted in the natural setting of social actors. The point in qualitative research is to study things in their real-life world with a concern for gaining an in-depth understanding of phenomena of interest in terms of the meaning that the participants ascribe to them, and not the preconceived meaning that they bring to the research (Creswell, 2009:175). The researcher went to the field to interview the participants and to analyse the documents in order to gain an in-depth understanding of the phenomenon being studied.

### **4.3. RESEARCH DESIGN**

Burns and Grove (2003:195) define a research design as a blueprint for conducting a study with maximum control over factors that may interfere with the validity of the findings. In addition, Marshall and Rossman, (2011:94) concur that it indicates a detailed plan or blueprint for undertaking the systematic exploration of the phenomenon being studied. This study adopted a qualitative case study design with the view of exploring the phenomena being studied and also answering the research questions. The researcher anticipated that the research answers will lead to valid findings.

Yin (2009:18) defines a case study as an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between the phenomenon and context are not evident. Furthermore, Baxter and Jack (2008:544) claim that a case study method facilitates exploration of a phenomenon within its context using a variety of data sources. Through the use of case study method, the researcher was able to explore the perception of the participants with regard to the implementation of WSE within their context using interviews and document analysis. It allowed the researcher to make use of multiple sources of data and data collection techniques (Heck, 2011:205; Nieuwenhuis, 2011:76). It enabled the researcher to gain a holistic view of the phenomenon being studied and provided a round picture since many sources of evidence were used. The case in this study was on the challenges of three schools in implementing WSE.

The next section deals with sampling and sample inclusion criteria.

### **4.4. SAMPLING AND SAMPLE SELECTION**

Sampling refers to the process used to select a portion of the population for the study (Maree, *et al.* 2007:79). Similarly, Johnson and Christensen (2008:247) concur that sampling is a process used to select a portion of the given population. Qualitative research is generally

based on non-probability and purposive sampling rather than random sampling approaches (Maree, *et al.* 2007:79). Purposive sampling means that participants are selected because of some defining characteristic that makes them the holders of the data needed for the study. In this study, the researcher opted to use purposive sampling. The decision was informed by the assumed participants' knowledge on the subject and school-based experiences (McMillan & Schumacher, 2010:326). Therefore, sampling decisions were made for the explicit purpose of obtaining the richest possible source of information to answer the research questions (Maree, *et al.* 2007:79). The researcher chose information-rich participants who were assumed to be knowledgeable about WSE.

The sample was selected on the basis of the researcher's knowledge of the population being studied. This was supported by the views of Babbie and Mouton (2001:166) and McMillan & Schumacher, 2010:326) who argue that it is appropriate to select a sample on the basis of own knowledge of the population, its elements and the nature of the research aims. Therefore, sampling was based on the researcher's judgement and purpose of the study. The judgement was informed by the assumed experiences of the participants in WSE; they were assumed to be knowledgeable about their roles in WSE. The next section discusses study population, sampling frame and selection of participants.

#### **4.4.1 Participant selection**

The following participants were selected:

- Four provincial Department of Education officials in the Quality Promotions and Standards Directorate: one Director, one Chief Education Specialist (CES) and two supervisors. WSE is under the directorate of Quality Promotions and Standards;
- Five district Department of Education officials: one Chief Education Specialist and four Education Development Officers (EDOs). The district support teams are the

external evaluators of WSE; and

- Nine members of the School Management Team (SMT) from three selected schools: Eight HoDs and one deputy principal. They manage curriculum and the implementation of SSE.

The samples were chosen because of their professional roles, expertise, experience and knowledge they possessed that made them to be information-rich participants of this study (Cohen, *et al.* 2011:157). They were directly involved in the implementation of WSE.

#### **4.4.2 Site selection**

Site selection involves identification of a site to locate people involved in the study (Mc Millan & Schumacher, 2010:326). The current study was conducted in the Libode District in Eastern Cape Province, South Africa. The district was chosen because it gave permission and access to conduct this study (Silverton, 2010:141). The researcher was a deputy principal in one of the secondary schools in the district and had good relationship with district officials and principals; it was an advantage to access schools. The district officials trusted that the researchers' experience in curriculum management and research can contribute towards the school improvement. It was economically in terms of money and time to access the district and schools because of the proximity to the researchers' work. The sampled district had additional qualities related and appropriate to the research problem and aim. It is one of the poor performing districts in the ECP. On these grounds, the researcher was interested in exploring how secondary schools in the district are implementing WSE. The objective was to gain an understanding of whether WSE impacts on learner achievement and school improvement.

The Grade 12 NCS final examinations results of 2012 and 2013 were used as a source of selecting the three secondary schools from top, average and low performing school categories

were sampled respectively. The use of Grade 12 NCS results as a criterion for selecting the participating schools was based on the fact that learner achievement is one of the focus areas of WSE and is used as an instrument to judge the quality of education provided in schools.

#### **4.5. DATA COLLECTION PROCEDURE**

Cohen *et al.* (2011:81) maintain that before data are collected, the researcher must follow appropriate procedures to gain official permission to undertake one's research in the target community. With reference to this study, the researcher followed University of South Africa Research Ethics of obtaining permission to conduct the current study at the ECP Department of Education (cf. Appendix G), at Libode District (cf. Appendix F) and at schools (cf. Appendix E). Preliminary meetings were held with the participants; they were provided with a consent form to sign before participating (cf. Appendix I). The form clarified what was expected from the participants and were also informed that the participation was voluntary. Times and places for interviewing were mutually set and agreed upon.

##### **4.5.1. Data collecting instruments**

The researcher utilised multiple data collecting instruments in order to develop a stronger and richer understanding of the complex phenomenon of WSE (McMillan & Schumacher, 2006:339). Cohen *et al.* (2000:112) define triangulation as the use of two or more methods of data collection to study the same phenomenon. In addition, Maree *et al.* (2007:76) maintain that the strength of the case study method is the use of multiple sources and techniques in the data gathering process. The researcher decided on combining three methods of data collection. The aim was that the strength of one data collection tool should complement the other. The instruments that were used for data collection are briefly outlined individually in the next section below.

#### **4.5.1.1. Semi-structured interviews**

A semi-structured interview is a qualitative method of inquiry that combines a predetermined set of open questions or questions that prompt discussion with the opportunity for the interviewer to explore particular themes or responses further (Whiting, 2008:35). Maree, *et al.* (2007:87) explain that semi-structured interview seldom spans a long time period and usually requires the participants to answer a set of predetermined questions. The researcher used interview schedule to guide the responses of the participants and to identify new emerging lines of inquiry that are directly related to the phenomena being studied.

Semi-structured interviews were used because they are well suited for the exploration of the perceptions and opinions of respondents regarding complex and sometimes sensitive issues and enable probing for more information and classification of answers (Maree, *et al.* 2007:87). The researcher had a guide with research questions and topics under study (cf. Appendix C). The researcher collected detailed information in a style that was somewhat conversational with districts and provincial officials. Other questions emerged from the conversations. The questions were guided by the aims of the study.

Semi-structured interviews provided valuable information from context of participants and stakeholder experiences on the implementation of WSE at secondary schools. They were conducted with the district officials (CES and EDOs) and the provincial officials (Director, CES and supervisors). The interviews were conducted at Libode District and at Provincial Department of Education. The duration of the interviews was one hour.

#### **4.5.1.2. Standardised open-ended interviews**

The standardised open-ended interview is structured in terms of the wording of the questions. Guided by Gall and Borg (2003:420), members of SMT in three different schools were asked identical questions. The questions were worded in an open-ended way so that the participants

could give various and unique responses as opposed to closed-ended questions with predetermined answers. This allowed the participants to contribute as much detailed information on the challenges they encounter in implementing WSE. Standardised open-ended interviews allowed the participants to fully express their view points and experiences. They called for participants to fully express their responses in as much detail as desired (Turner, 2010:756). According to Gall and Borg (2003:421), open-ended interviews reduce researchers' biases within the study, particularly when the interviewing process involves many participants. They were relevant for this study because the SMTs expressed their responses freely and openly and the researcher was not biased in terms of limiting them and selecting the information she wanted. The interviews were conducted at three different schools. The duration was two hours in each school.

#### **4.5.1.3. Document analysis**

The researcher also used written documents as a source of evidence. Document analysis is a systematic procedure for reviewing and evaluating documents (Bowen, 2009:29). McMillan and Schumacher (2010:361) claim that document analysis is concerned with examination of written documents of activities which represent people's experiences, knowledge and actions originally recorded at an earlier time. They provided data on the context within which research participants operate (Bowen, 2009:29). The data from documents were collected in schools. The information contained in documents represented people's experiences and knowledge and suggested some interview questions to be asked as part of this study. Data from documents were invaluable for verification, corroboration and augmentation of information gained from interviews (Yin, 2011:149). The review of documents revealed poor curriculum management and non-implementation of SSE in schools and these aspects were raised during interviews.

The documents related to the research problem that were examined are as follows:

- School policies;
- Vision and Mission statement;
- Attendance registers;
- SMT minute book;
- Lesson preparation books;
- HoDs supervision books;
- Grade 12 results analysis;
- Subject improvement plans ;
- IQMS developmental workshops; and
- SSE and WSE reports.

The above documents were relevant for the study because they serve as tools used when evaluating the nine focus areas of WSE. They indicated whether the school is functional or dysfunctional.

#### ***4.5.2. Recording interview data***

The researcher used a tape recorder, pen and paper to collect interview data. A tape recorder was used with the consent of the participants. Patton (2002:381) concurs that during fieldwork, qualitative researchers should use a tape-recorder and also take down notes. The tape-recorder was used to transcribe the responses of the participants verbatim. The field notes also served as a backup in the event the recorder is not functioning or tape recording was erased erroneously after the interviews and during transcription (Patton, 2002:383).

### **4.5.3 Recording document analysis**

Document analysis in the current study was employed to supplement data obtained through interviews. Maree *et al.* (2007:83) advocate the effectiveness of document analysis to corroborate the evidence from other sources. The researcher designed a checklist on the availability of each document and commented on the findings (cf. Appendix H).

## **4.6. DATA ANALYSIS PROCESS**

The inductive approach is a systematic procedure for analysing qualitative data in which the analysis is likely to be guided by specific evaluation objectives (Thomas, 2006:238). Inductive analysis refers to approaches that primarily use detailed readings of raw data to derive concepts, themes, or model through interpretations made from the raw data by the researcher. The primary purpose of the inductive approach is to allow research findings to emerge from the frequent, dominant, or significant themes inherent in raw data, without the restraints imposed by structured methodologies (ibid). The researcher established clear links between research objectives and the findings from the raw data and verified raw data into themes and categories. The aim was to establish clear links between the research objectives and the summary findings derived from the raw data and to ensure that these links are both transparent and defensible (Thomas, 2006:238). The interviews were analysed using inductive approach and the documents were analysed using content analysis.

### **4.6.1. Analysing interviews**

Data from interviews were analysed using inductive analysis. The researcher sorted the data from interview transcripts before analysing the data. She described the data from open-ended interviews and semi-structured interviews. It was detailed and it described the participants. The researcher organised notes from each data source and put it in different files. Data were collected manually and transcribed. The transcripts were read several times to identify

themes and categories from interview data. Coding was then developed, and the transcripts were coded. Cohen *et al.* (2000:283) regard coding as the aspiration or category of a category label to a piece of data, with the category label either decided in advance or in response to the data that have been collected. This process was used to develop categories which were then conceptualised into themes after reading (Thomas, 2006:240).

The data were then verified. The aim was to check whether the researcher captured all the essential insights that emerge from the data through coding and categorisation (Maree, *et al.* 2007:110). That helped the researcher in checking whether she captured the ideas correctly and have not added an incorrect misinterpretation to the data. The researcher structured categories to bring some order and structure into categories identified from semi-structured interviews and identified how each is linked to other categories identified from open-ended interviews. This was done in a table in order to trace connection between the two data sources. This is supported by Maree *et al.* (2007:110) who concur that to trace connections, you could write your categories on note card and spread them across a table.

Data analysis was guided by the research objectives. They provided a focus of relevance for conducting the analysis but not a set of expectations about the findings.

#### **4.6.2. *Analysing documents***

Documents were analysed using content analysis. Content analysis is a systematic approach to qualitative data analysis that identifies and summaries messages content (Maree, *et al.* 2007: 101). It is a process of looking at data from different angles with a view to identifying keys in the text that will help to understand and interpret the raw data (*ibid.*). It is an inductive and iterative process when we look for similarities and differences in the text that would corroborate or disconfirm theory. The researcher examined the documents mentioned above from the three schools trying to identify keys in the text that will enable the researcher

to compare similarities and the differences of the content in three schools. The documents were analysed in schools after the interviews. The researcher made follow-up visits in schools to analyse the documents as in some schools because not all of them were made available during interviews.

Content analysis examines words or phrases within a wide range of text including books, essays, interviews and speeches as well as informal conversation and headlines (Babbie & Mouton, 2001:491). This exercise has enabled the researcher to make inferences about the text in the minutes and other official documents at schools.

The researcher analysed key phrases or concepts in the text. She developed codes that were relevant to the literature study. The researcher discovered new codes that emerged from the data collected from documents. She remained focused in the research questions when selecting codes. Irrelevant data was not coded. She made sense of the text by re-reading and identified patterns and themes that emerged from the data. The researcher looked at the documents from different schools and see how themes relate to each other. Ratcliff (2010:20) maintains that in content analysis the researcher should look at documents to see how themes emerge and how they relate to each other. Themes from documents were then verified with the themes that had emerged from interview data.

#### **4.7 CREDIBILITY AND TRUSTWORTHINESS**

Authenticity, credibility, representativeness and meaning are quality control criteria for handling documents (Mogalakwe, 2010:224). Authenticity refers to whether the evidence is genuine and from impeccable sources. In contrast, credibility refers to whether the evidence is typical of its kind while representativeness refers to whether the documents consulted are representative of the totality of the relevant documents and meaning refers to whether the evidence is clear and comprehensive (Mogalakwe, 2010:224). The researcher ensured that

the documents consulted are genuine, have integrity, and are relevant to the research study. This was done through reading the documents in all schools before analysing them. In many instances, documents may not be what they purport to be, for example, diaries and letters can be forged or falsified, and even literary works may be attributed to authors who did not write them (Mogalakwe, 2010:225). This places an enormous responsibility on researchers to satisfy themselves that documents being analysed are not forgeries and are indeed what they purport to be. The researcher has scrutinised the documents and verified the signatures in the minute books so as to ensure that the names that appear on attendance registers are consistent. This was done to ensure reliability in the source documents.

In the case of government's reports, that is, WSE external reports, the researcher verified the name of author of the report, the letter head and the designation of the person who compiled the report. Moreover, the documents that were used were prepared independently and beforehand; they were not produced for my benefit. Therefore, the researcher believes they were credible and could not have been altered for my benefit. The research questions were verified by the supervisor and University of South Africa Research Ethics Committee and can lead to correct research findings. Credibility concerns with truthfulness of the research findings (Ary, Jacobs, Razavah & Sorensen, 2006:504).

Trustworthiness is of utmost importance in qualitative research. Assessing trustworthiness is the acid test of data analysis, findings and conclusions (Maree, *et al.* 2007:113). When analysing data, the researcher should keep in mind trustworthiness of the data. This includes consistency checks; use of multiple data sources; verifying raw data; and maintaining confidentiality (Maree, *et al.* 2007:80). The following steps in concurring with Maree *et al.* (2007:113) were adhered to in this study to ensure trustworthiness in data collected and analysed:

#### **4.7.1 Triangulation**

Triangulation refers to the examination of a social phenomenon from different angles (Boeije, 2010:176). Maree *et al.* (2007:39) stress that it reduces the risk of chance associations and systematic bias and relies on information collected from diverse range of individual's teams and settings, using a variety of methods (Maree, *et al.* 2007:39).

This study utilised data from different data sources, namely; semi-structured interview data, open-ended interview data and data from document analysis. This enabled the researcher to cross-check data from multiple sources to establish corroboration and convergence from different perspectives with the same people (Suter, 2012:350; Merriam, 2009:216).

#### **4.7.2. Verify raw data**

The researcher submitted interview transcripts to the participants to correct errors of fact. After the interviews, the researcher had an informal conversation with the participants to verify whether the information in the transcript was correct. The researcher emailed the interpretation of transcript to the provincial officials.

#### **4.7.3 Stakeholders checks**

To enhance credibility of the findings, the researcher asked the participants to comment and assess the findings, interpretation and conclusions. She also asked the SMTs to comment on the findings from document analysis.

#### **4.7.4. Maintaining confidentiality**

The researcher maintained anonymity and confidentiality by not mentioning the names of the participants. This was done to ensure that the data collected is trustworthy to the participants and had encouraged full participation.

## **4.8. ETHICAL CONSIDERATIONS**

During the process of planning and designing a qualitative study, researchers need to consider what ethical issues might surface during the study and to plan how these issues need to be addressed (Hatch, 2002:102). A common misconception is that these issues only surface during data collection. The researchers had to consider ethics involving participants so as to establish respectful relationships without stereotyping and using labels that participants do not embrace (Johnson & Christensen, 2008:108). The researcher ensured privacy and anonymity in this study by using pseudonyms.

The following research ethics practices were observed in this study, namely; informed consent, privacy, anonymity and confidentiality and voluntary participation.

### **4.8.1. *Informed consent***

Babbie (2001:470) refers to informed consent as voluntary participation. Leedy and Ormrod (2001:370) concur that any participation in a study should be strictly confidential. Informed consent is a process of getting permission before conducting a research. According to Leedy and Ormrod (2001:101), research participants should be told the nature of the study to be conducted and given the choice of either participating or not participating. They should be told that, if they agree to participate, they can withdraw from the study at any time.

This allowed the researcher to present a consent letter that describes the nature of the research study and well as the nature of one's participation. It was stated in the letter that participation is strictly voluntary (cf. Appendix I). A letter requesting to conduct this study was sent to ECP Head of Department (cf. Appendix G), Libode District (cf. Appendix F) and to schools (cf. Appendix E).

#### **4.8.2. *Privacy anonymity and confidentiality***

Any research study should respect participant's right to privacy (Leeds & Ormrod, 2001:102). Leedy and Ormrod (2001:108) caution researchers that under no circumstances should the researchers' report either oral or written be presented in such a way that others become aware of how a particular participant had responded or behaved. The researcher adhered to privacy cautions strictly. Privacy means that the information given to other people concerning the research should be accounted for (De Vos, 2002:68). The researcher ensured the privacy of the participants by using anonymity and confidentiality (McMillan & Schumacher, 2010:121).

Anonymity requires that you do not know who the participants are (Maree, *et al.* 2007: 42). The names of the participants and schools were not mentioned in the study; pseudonyms were used in place of participants' real names.

Confidentiality means that no one should have access to individual data or the names of the participants except the researcher (McMillan & Schumacher, 2010:121; Schulze, 2002:18). The researcher kept the nature and the quality of the participants' performance strictly confidential. The information was used for research purposes only.

#### **4.8.3 *Voluntary participation***

Participation in all research should be voluntary; there should be no coercion or deception. The researcher wrote a letter to research participants that entails that participation was voluntary and invited them to participate, with a clear understanding that they were under no obligation to participate and that there would be no negative consequences for them if they do not participate (Beauchamp & Bowie, 2004:82).

#### **4.9. DELIMITATIONS OF THE STUDY**

Simon and Goes (2013:3) and Marshall and Rossman (2011:99) indicate that bounding the study often occurs in the process of determining the relevant aspects of the problem, choosing the setting, the geographic location, the participants, and type of evidence that should be collected and the priorities of doing analysis. Simon (2011:2) stresses that delimitations are those characteristics that limit the boundaries of the study; they include the research questions adopted by the researcher. Guided by this consideration, the present study was restricted to the research questions: roles of the province, districts and schools in implementing WSE and challenges encountered by these stakeholders in the process. This study did not cover junior secondary and primary schools.

The study setting was delimited to the purposively selected three secondary schools in the Libode District, ECP. Marshall and Rossman (2011:252) point out that case study results may be applicable in other cases and context with similar background. The researcher believes that the findings of this study may be transferable to other districts in the ECP.

#### **4.10. SUMMARY**

This chapter provided a discussion of the research methodology. The study followed the qualitative methodology to answer the research questions. It provided reasons for designing qualitative case study research. The researcher discussed the reasons for choosing purposive sampling. It also provided explanation of the data collecting instruments that were used, namely; semi-structured interviews, open-ended interviews and document analysis. The chapter discussed ethical considerations applied to protect privacy and confidentiality of the participants. The trustworthiness and credibility of data collected were discussed.

In the next chapter, the empirical findings are presented in detail.

## CHAPTER FIVE

### PRESENTATION AND DISCUSSION OF KEY THEMES

#### 5.1 INTRODUCTION

Chapter four provided research methodology and design used to obtain data in this study. The case study research approach was used to guide the empirical investigation. Data from the district officials (Libode District) and provincial officials (Eastern Cape Province) were collected by means of semi-structured interviews and data from schools were collected by means of open-ended interviews with members of the School Management Team (SMT) and by means of document analysis.

This chapter presents characteristics of the participants under study and detailed discussion of the empirical findings. The findings were analysed and cross-referred to the literature reviewed in Chapter Two and Chapter Three. The researcher used the participants' words verbatim and no alterations are made.

#### 5.2 CHARACTERISTICS OF PARTICIPANTS

This section presents characteristics of SMTs in three schools. However, the characteristics of district and provincial officials are not included. The characteristics are presented in a table form (Tables 5.1; 5.2 & 5.3).

##### 5.2.1. *The School Management Teams*

The researcher conducted open-ended interviews with SMT members from three selected secondary schools. They were chosen in order to share their experiences in conducting SSE and to reflect their challenges with regard to the implementation of WSE in their schools. They were selected on the basis of their assumed knowledge about the topic and their experiences at their schools. The following are the characteristics of SMTs:

**Table 5.1: School A**

SMT characteristics	HoD	Deputy Principal	HoD
Gender	M	M	F
Age	44	44	38
Academic qualification		BA	
Professional qualification	BA-ED	BED	BAED,ACE
Years of experience as Princ/Dep/HoD	10	10	7
Grade taught	10-12	12	12
Training course in WSE	NO	YES	YES
Experience in SSE	YES	YES	NO
IQMS development programmes in school	YES	YES	YES

The above table presents the characteristics of SMTs in School A and their experiences in curriculum management and in WSE.

**Table 5.2: School B**

SMT characteristics	HoD	HoD	HoD
Age	45	45	40
Academic qualification	BA	BA	BA
Professional qualification	STD, ACE	BED	HDE
Years of experience as Princ/Dep/HoD	4	10	10
Grade taught	10, 12	10	10,11,12
Training course in WSE	NO	NO	NO
Experience in SSE	NO	YES	NO
IQMS developmental programmes in schools	YES	YES	YES
Gender	F	F	M

The above table provides information on the qualifications of the SMTs, their experience and training in SSE in School B.

**Table 5.3: School C**

SMT Characteristics	HoD	HoD	HoD
Gender	F	F	F
Age	45	48	35
Academic qualification		BA	
Professional qualification	DIPLOMA IN AGRIC	PGCE	BAED
Years of experience as HoD	7	4	4
Grade taught	10-12	10-12	10-12
Training course in WSE	YES	NO	NO
Experience in SSE	YES	NO	NO
IQMS developmental programmes in schools	YES	YES	YES

The above table provides information of SMTs in School C and their experiences in school evaluation.

Key:

BA: Bachelor of Arts

STD: Secondary Teachers Diploma

BA ED: Bachelor of Arts in Education

ACE: Advanced Certificate in Education

PGCE: Post Graduate Certificate in Education

HDE: Higher Diploma in Education

### ***5.2.2 The Department of Education officials***

Five DoE district officials were interviewed: one Chief Education Specialist: CES (DO5); four Education Development Officials: EDOs (DO1, DO2, DO3, and DO4). Three EDOs are the circuit managers of the schools under study and one circuit manager is at Port St Johns cluster. The researcher felt they were relevant to this study and their input would be valuable as they deal with external evaluations of schools in the district.

Four DoE provincial officials were interviewed: two supervisors: (SP1 and SP2); one director (Quality Promotions and Standards): (DQPS) and one Chief Educational Specialist (CES) (WSE):(CQPS). The provincial officials are in the Directorate of Quality Assurance now called Quality Promotions and Standards; they are directly responsible for WSE and in ensuring quality in the education system, monitoring and evaluation of schools in the province. They conduct external evaluations in the sampled schools in the ECP. WSE is a sub-directorate under quality promotions and standards directorate. The researcher felt that their input in this study would be valuable as these officials visit the schools and have first-hand information on the implementation of WSE in schools and in different districts.

## **5.3 PRESENTATION OF THE RESEARCH FINDINGS**

The researcher used inductive analysis to analyse data from multiple data sources (cf. 4.6). This involved organising data into themes and categories, then interpreting the data to provide answers to the research questions (Cohen, *et al.* 2011:537; McMillan & Schumacher, 2010:367). The following steps were taken to analyse data collected in this study:

- The transcripts were sorted from different sources and were read several times to make sense of the whole data;
- The data were organised and notes were made from each data source;
- Coding was developed by writing codes next to the appropriate segments of the text; and
- The themes and categories were identified and cross-referred with research questions to ensure that the study remained focused.

The following themes were identified in this study:

- Stakeholders' perceptions of their roles in WSE;
- WSE policy implementation; and
- Systemic barriers to WSE

The themes and categories are presented in the following table:

Table 5.4

Themes	Categories
<ul style="list-style-type: none"> <li>• Stakeholders' perceptions of their roles in WSE</li> </ul>	<ul style="list-style-type: none"> <li>• Co-ordination and support;</li> <li>• Training;</li> <li>• Basic functionality of the schools</li> </ul>
<ul style="list-style-type: none"> <li>• Whole School Evaluation Policy implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Policies that ensure implementation of WSE;</li> <li>• Criteria of selecting schools;</li> <li>• Findings from the evaluated schools on how the policy is implemented;</li> <li>• Whole School Evaluation and school improvement</li> </ul>
<ul style="list-style-type: none"> <li>• Systemic barriers to WSE</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of human resources;</li> <li>• Lack of financial resources and budget for WSE;</li> <li>• Challenges in the implementation of Schools' Self-Evaluations;</li> <li>• Lack of follow-up on WSE reports;</li> <li>• Lack of support and monitoring of school improvement plans;</li> <li>• Lack of training;</li> <li>• Lack of accountability;</li> <li>• Resistance of the unions;</li> </ul>

### **5.3.1 Stakeholders' perceptions of their roles in WSE**

The objective of this study was to establish the roles and responsibilities of different role players in implementing WSE policy (cf. 1.4). This objective was partially met through the review of the related literature in this study (2.7.4; 2.7.5; 2.7.6 & 2.7.7). It was envisioned that the presentation and discussion of the participants' perspectives concerning what they consider as their role in implementing WSE will address this objective. The researcher presents the perceptions of the different role players in implementing WSE: province, district and schools. It emerged from interview data that the participants perceive their roles as follows:

#### **5.3.1.1 Co-ordination and support**

The majority of the participants revealed that their role is to co-ordinate and support the implementation of WSE programmes. It emerged from interview data with supervisors (SP1) that: *“my role is to provide support to the schools; I support them during pre-visits on how to conduct Schools' Self-Evaluation and on how to do their vision and mission”*. SP2 concurred that they support the sampled schools during pre-visit in analysing the nine focus areas of WSE. It emerged from CQPS that his role is co-ordinating and facilitating WSE programmes:

*“Eh mhm my role is overall co-ordination, management, implementation and accountability on WSE. It is my office to see that people are employed to implement WSE. The office must lobby for budget to ensure that WSE is implemented.”*

The DQPS views his role as focusing on co-ordinating and facilitating that WSE programmes are rolled out in schools. He said:

*“Eh my role is to facilitate that WSE programmes are rolled out in schools. To make sure that the minimum number of 5% of schools in the province are evaluated. If it does not materialise, there is something that I have to do: to request financial and*

*human resource or put that as challenge that makes us not to do it. To facilitate that, the supervisors go to schools and evaluate and they report to the CQPS. My role is to take those reports to DDG Education Planning, Evaluation and monitoring (EPEM)”.*

The DO3 concurred that:

*“Ehm my role is to co-ordinate programmes that enhances teaching and learning, functionality of the school and learner achievement. I check SMT if they are doing their mandated duties, communication with the stakeholders, check vision and mission of the school, policy, safety, discipline at school, relations between parents and school at large. I also look at the culture and climate of the schools and admissions”.*

The DO4 agreed that they support the schools when there is a gap in their performance standards. The SMT member from School A agreed that they support and co-ordinate WSE programmes at school. The DO5 maintained that his role is to capacitate principals in WSE policy.

Contrary to other SMT members from School B and C, the HoDs from School B and School C regarded their role as monitoring and supporting curriculum-related programmes. They perceive their role as focusing on teaching and learning.

The majority of the participants revealed that they co-ordinate and support WSE programmes and the minority of the participants’ view that their role is to support curriculum management. The assumption is that SMTs were not clear on WSE policy and programmes.

The literature reviewed in Chapter Two supports that supervisors are responsible for organising and co-ordinating the evaluation activities as a whole (RSA, 2001:19). The literature suggests that the role of the district support team is to monitor and support schools on an on-going basis for the purpose of quality improvement (cf. 2.7.5). The literature

reviewed in Chapter Three on school inspection in England supports that the role of OFSTED is to support schools that are planning to improve. The role of Federal Government in Mexico is to develop and co-ordinate educational evaluation in the education system (Nusche, 2012:192).

In the light of the above discussion, it can be concluded that participants have a basic understanding of their role of co-ordinating and supporting WSE. However, the researcher holds a view that participants might not monitor and support schools on an on-going basis.

### **5.3.1.2 Training**

It emerged from interview data that one of the roles of the stakeholders is training schools in Schools' Self-Evaluation (SSE). The CQPS explained that one of his support roles is to train schools in SSE. He explained:

*“Ehmm the support that we give to schools is that we train them in SSE. Before we evaluate schools we conduct pre-evaluation where we take documents of the schools. SSE is done in pre-evaluation. Schools are trained on how to do SSE in day1, and in day2: we analyse operational documents.”*

He further explained that they are not only training schools but also the supervisors and administration staff on WSE policy.

The supervisors agreed that their role is to train schools in conducting SSE. The SP2 said:

*“Mhmm we train the schools because we take them through the nine focus areas during pre-evaluation and we give them tasks to divide themselves in doing nine focus areas. We do guide them in SSE.”*

The DQPS agreed that part of his facilitation roles include training human resources. He explained that supervisors are trained on the WSE tool and are also trained as accredited WSE co-ordinators. DO5 confirms that their role is to train principals in WSE policy.

Contrary to SMT members from Schools A, B & C, they do not view training staff on WSE as part of their roles; they believe it is the duty of the district officials. DO4 stresses that they are the support staff not the external evaluators; therefore, their role is to support schools and not to train them. He perceives that the training part of schools is in the competency of the province. He also views that principals should own the programme and train the staff on the implementation. DO1, DO2 and DO3 concurred that training is not part of their job.

The majority of the participants revealed that training is not part of their roles and responsibilities. The researcher assumes that not all the stakeholders know their roles. They might not have been trained on conducting their roles.

The review of related literature endorses the view that it is the provinces' responsibility to provide competent, well-trained and accredited supervisors and district based support teams (DoE, 2001:12). The role of the inspectors is to identify training programmes for improving quality of education in schools (URT, 2008:28).

The above findings imply that provincial officials know their duties of training supervisors but might not be performing their mandated duties of training districts and schools. Hence members of SMTs and some district officials are not clear of their roles. It might be because they were not trained. The policy is also silent on the roles of the district support team and schools in training.

### 5.3.1.3 Basic functionality of schools

It emerged from interview data that the main role of external evaluators is to ensure that the schools are functional. Basic functionality of the school is one of the focus areas of WSE. The SP1 explained their process of evaluating schools and she said during pre-visit they check the documents of the schools. The documents can tell whether the school is functional or dysfunctional. SP2 agreed that the findings from the documents are validated with interviews with SMT members during external evaluation. After evaluation, the supervisory team is able to judge the school with the documents that covers the nine focus areas of WSE. They prepare a report on their findings and comment on the functionality of the school. The SP1 said:

*“We comment on the general findings from each and every focus area, so that we are able to make judgements on whether the school is functional or not functional. We cannot say that the school is dysfunctional instead we say, “The ethos of the school does not show urgency to teaching and learning”.*

The CQPS explained that they train schools in SSE so that they can improve and be functional. The DQPS said that his role is focusing on strategic planning and support of WSE so that the schools can be functional. The DO4 agreed that as district support team, their role is focused on functionality of the schools and their stakeholders: SGBs, RCL. The DO5 concurred that:

*“We look at the functionality of the school, we evaluate focus areas against our set performance standards, and we capacitate principals, RCL and SGBs through workshops.”*

The SMT members from School A perceive their role as focusing on the basic functionality of the school and teaching and learning. The DO1 stresses that their main role is to ensure that the schools are functional.

In contrast to DO2, she claimed that her role is to monitor and evaluate issues relating to management and leadership in schools. The DO3 concurred that his role is to ensure that there is sound management and leadership in schools. In addition, the SMT members from School B perceive their role is to focus on curriculum management which is the core business. SMT members from School C perceive their role as to ensure that quality teaching and learning in school is provided and parents are involved in school activities.

The majority of the participants perceive their role is to focus on the basic functionality of the school. Other stakeholders perceive their roles as focusing on management and leadership, quality of teaching and learning and parent involvement. The findings from the analysed documents confirm that the schools have documents in place for basic functionality of the school: policies, vision, mission et cetera. The assumption is that the stakeholders might perform their roles of evaluating the focus areas they are competent in evaluating. These focus areas are related to one another. The researcher can thus conclude that schools can never be functional if other focus areas of WSE are ignored like leadership, learner achievement, curriculum provisioning and resources et cetera. The challenge is that schools and districts often lack capacity on how to formulate clear plans to ensure school functionality (DoE, 2012:2).

The literature concurs that WSE is designed to determine whether the conditions in a school enable it to function effectively and efficiently (Mathaba, 2014:88). The education district support team is the custodian of this functionality (DoE, 2012:1). Literature in Chapter Three suggests that one of the roles of OFSTED in England is to judge schools whether they are functional or dysfunctional. Those that are dysfunctional are given notice to improve or are

placed on Special Measures (OFSTED, 2011a:12). The NCLB in the USA, the NAPLAN in Australia and ENLACE in Mexico monitor functionality of schools by comparing achievement of learners in the assessment scores (Charles, *et al.* 2012:6; Sellar & Lingard, 2013:636; & Santiago, *et al.* 2012:140).

In the light of the above preceding exposition, it can be concluded that participants' roles are focusing on ensuring that schools are functional. The functionality of schools can be informed by the quality of teaching and learning. The principals are thus faced with a challenge of improving quality of teaching and learning, monitoring and managing curriculum so as to have functional schools.

The next section presents and discusses WSE policy implementation.

### **5.3.2 Whole School Evaluation Policy implementation**

The participants' perceptions on the implementation of WSE policy can be clustered as follows:

- Policies that ensure implementation of WSE;
- Criteria of selecting schools;
- Findings from the evaluated schools; and
- Whole School Evaluation and school improvement.

#### **5.3.2.1 Policies that ensure implementation of WSE**

The interviews between the supervisors (SP1 and SP2) and the CQPS confirm that there are policies in place for implementing WSE. These policies were given to all districts and principals during the advocacy of WSE in 2002. The CQPS mentioned the policies that are relevant to the implementation of WSE policy.

*“Okay, one is Collective Agreement No.8 of 2003 on IQMS, National Evaluation*

*Development Unit (NEEDU) which talks about WSE and works with the implementation of WSE. NEEDU evaluates or identifies challenges in the implementation of WSE policy and advice on recommendations to overcome those challenges. It also evaluates all the policies in the Department of Basic Education and strengthens the mandates of the policies.”*

The SP1 added that there are also guidelines and criteria documents, policy handbook and WSE document. She said that these policies were given to stakeholders during orientation or advocacy on WSE and maintains that stakeholders were trained on these documents. The DQPS concurs that the schools and the districts were given these policy documents in 2002-2003 when there was advocacy on WSE policy across the province. The CQPS was asked on how he ensured that schools and districts were having policy documents, the response was:

*“Mhmm well I would say yes and maybe to a little extent would say no. Yes in the sense that during advocacy we would carry policy documents and give to the participants. We gave copies to delegates of the meeting. The advocacy meeting involves SMT and SGB at school. The No part is that we did not manage to duplicate or multiply the copies of the policies, so we did not have reserve to give copies to the districts and schools”.*

The CQPS agreed that there was a need for WSE policy because inspectorate system was depending on guessing while WSE is based on scientific evidence and it is a structured way of diagnosing the actual challenges at schools, strength and weaknesses. He maintains that WSE is not talking about challenges of the schools only: it also opens the window to see where the school is doing well. The participants highlighted the benefits of the policies in the implementation of WSE. The CQPS explained:

*Collective Agreement No. 8 of 2003 has successfully integrated Performance Measures (PM), Developmental Appraisal System (DAS) and WSE to IQMS. The*

*instruments that are used in PM are also used in WSE. The other benefit is that Collective Agreement 8 of 2003 is a bargaining product; unions and other stakeholders were part of the product and thus enhance support in the implementation of WSE. Before bargaining agreement, unions had issues with WSE.*

SP2 explained that policies guide schools on how to implement SSE.

Contrary to the above opinions, DO1, DO2, DO3, DO4 and DO5 confirmed that there are no policies for WSE at the district level. The DO4 claimed that WSE policy died on its arrival. There is no unit at the district that is responsible in ensuring that the policies are implemented. The SMT from School A, B and C were not conversant about WSE policies.

The majority of the participants displayed lack of knowledge about the WSE policy itself and the other policies that are relevant for the implementation of WSE. That might be due to the fact that policy documents were issued during advocacy workshops in 2002. There were no follow-up workshops on WSE after that year. The assumption is that those delegates who attended the workshop in 2002 are retired or transferred. Districts and schools might have challenges in the implementation if there are no policies to guide them. Evidence from analysed documents showed that schools have no WSE policies in place.

The literature reviewed in Chapter Two suggested policy framework for WSE (cf. 2.2; 2.3). The WSE policy provides an information base for policy intervention in order to improve performance standards in terms of national goals (RSA, 2001:3). However, this cannot be achieved if districts and schools are not conversant about the policies. According to National Education Policy Act, 27 of 1998, the Minister of Education is mandated by Act of the Parliament to promulgate policies that assist the education system to develop norms and

standards in the education system. Therefore, the Minister should ensure that all the policies that are aiming at monitoring and evaluating standards in the system are implemented. The policies that define quality education and standards in the education system were designed (cf. 2.2). Unfortunately, other stakeholders in the system are not conversant about them. The literature in Chapter Three suggests the importance of policies in guiding schools to achieve the standards in learner performance.

In the light of the above, it can be concluded that the Ministry of Education and the provincial department should train the districts and schools on WSE policies. There should be advocacy training on WSE to train all stakeholders.

#### **5.3.2.2 Criteria for selecting schools**

It emerged from the CQPS that it is the national Department of Basic Education that sets criteria for selecting schools for evaluation. He explained:

*National sets 5% of all the schools to be evaluated by the province. The provincial team then selects the schools to be evaluated. It is a norm that the provinces should evaluate at least 5% of the schools in a year. It means then we have to evaluate at least 280 schools.*

He further explained that:

*The criteria for selecting schools for evaluation are informed by the priorities of the government. These priorities are serving as a guide and are taken into consideration when evaluating. The sampled schools cover all public schools from rural, urban, deep-rural, peri-urban, and primary and secondary schools.*

He highlighted that one of the priorities in the province is underperformance in Grade 12 results. The assessment unit categorises schools according to their performance and submit to the WSE Unit. The WSE Unit assists the department in identifying the challenges in

schools that are underperforming, for example, those that fall below 40% are evaluated and supported towards improving their results. The evaluation of schools will inform the district on the support services to render at underperforming schools.

The SP2 said that:

*We are mandated to evaluate five per cent of schools in the province, currently we are choosing the schools according to the proximity e.g. we chose schools in King Williams Town this year.*

She explained that they also compare best practices at schools. They do not only evaluate underperforming high schools; they also include the feeder schools of the underperforming schools.

The SP1 explained that HoD or SG together with Department Executive Committee (DEC) decide on the focus area for evaluation. She explained:

*“Ehm at times the focus of evaluation is informed by the ANC priorities. It is our Director who informs us as supervisors on the focus area we should target when selecting our sample. The ANC priorities are taken to the Cabinet on the 8<sup>th</sup> January. Then the Cabinet ministers take them to SG of the province for implementation. If the priority of ANC is under-performance we then target that.”*

The DO1 explained that:

*“Ehmm we select performing schools, average schools and underperforming schools. We visit schools in each category i.e. under-performing, performing and average.”*

The DO2 concurred that:

*“We visit all the schools; we have to visit all the schools by the end of the term. We visit most frequent the underperforming schools and problematic schools.”*

The DO3 explained:

*“We target underperforming high schools. We do not have a sample to evaluate the*

*schools; the sample is selected at the provincial level.”*

The DO4 concurred that the district support team use underperformance as the criteria of evaluation schools.

The DO5 explained:

*“We look at the learner numbers; check schools across the spectrum; primary, secondary and junior schools not necessarily looking at underperformance; some schools are having big numbers; we look at the budget for the school and how the school utilises the budget; we also look at number of teachers and learners. This is the criteria we use to evaluate the schools.”*

The DO5 concurred that they evaluate 5% of schools in the district.

The criteria for selecting the schools for evaluation at provincial level are informed by the national department. They are given a target of evaluating 5% of schools. In contrast to the district, they use underperformance as the main criteria for evaluation. The majority of the participants are of the view that the criterion used is informed by the National Department. The province chooses their sample of schools. The differences in the responses of the participants can be due to the fact that provincial teams are the external evaluators; they are the ones responsible for conducting external evaluation that is why they sample schools. The district support team supports the schools, especially those that are underperforming. They do not select the schools to be evaluated. They are informed by the provincial sample. The assumption is that they know the schools and cannot be external evaluators. External evaluation relies on outside experts. The assumption is that people with no relationship with the school will make more objective evaluation.

The literature abounds with agreed criteria for evaluating schools. The WSE approach set

agreed criteria to be used to ensure a coherent, consistent and flexible approach in evaluating performance in the education system (cf. 2.3.2). WSE is designed to obtain valid information about the schools' condition, functioning and effectiveness and lead to the provision of support as it seeks to respond to any recommendations for improvement (RSA, 2001:5). The researcher is having a concern on the agreed criteria used to evaluate the schools. The National Department is selecting criteria as informed by the ANC priorities and the sample of schools that are selected in the province is informed by the proximity of schools. The concern is on the consistency of the criteria used and whether the information collected from sampled schools is addressing the priorities of the government. In England, Australia and the USA, all the schools are inspected; there is no sample. Inspectors are required to inspect all the schools (cf. 3.2.2; 3.3.2.2 & 3.4.2).

In the light of the above, it can be concluded that there is no consistent approach in selecting the schools for evaluation and thus in evaluating the performance in the education system.

### **5.3.2.3 Findings from the evaluated schools**

The common findings from the evaluated schools are explained by the CQPS:

*“Ohrright findings generally are that SGBs are generally not empowered to do their work especially in rural schools. You will find that they endorse decisions of the SMT. As opposed to the Model C schools, issues of attendance both educators and learners is a common finding...there is late coming, absenteeism and truancy in most schools.”*

He further explained that in some schools, teachers are not supervised in their work by the SMTs. Contact time is not respected, learners are not taught all the periods because teachers are always absent. In most schools, leave is not managed and in some schools there is no follow-up done by the school on teachers who are always absent, or the system does not monitor attendance. Supervisors, EDOs coincide with this that leave management is the

common finding in schools. The linkage between the poor attendance of both teachers and learners contributes to poor results in the ECP.

The CQPS claimed:

*“Curriculum delivery is another common finding. Teachers might know the subject they are trained to teach but when it comes to lesson delivery and assessment, it is a challenge. There is also no correlation between assessment and planning to identify gaps in teaching so as to come with remedial plan.”*

Instructional leadership is still a concern in most schools: HoDs do not necessarily do their work of supervision to the maximum; to supervise teaching; curriculum coverage; and honour teaching time. He explained:

*“We use to visit the schools in term 2 and notice that the learners are still doing the term1 work. The amount of work, that is, tasks and informal tasks are very few; that shows lack of supervision.”*

HoDs often experience challenges in monitoring written work maybe due to resistance of teachers. The SP2 agreed with this that there is evidence of little assessment to learners. She claimed:

*“In some schools there is no assessment plan, CAPS policy document is not implemented, and it is just there for compliance.”*

The SP1 explained that:

*“There is no compliance to the Annual Teaching Plan (ATP); syllabus is not covered. Teachers are only assessing formal task for Cass moderations. Informal assessment is not utilised. Declaration of TTT (Teachers Teaching and Textbooks) is violated.”*

The CQPS noted that in most schools there is lack of LTSM. In some schools, there are no committees at all, for example, LTSM committee; procurement committee. The SGBs are not functional. The other common finding is that there is a shortage of teachers in most schools

and thus work overload. There is also lack of proper infrastructure in the ECP, especially furniture, laboratory, library and computers. In addition, there is no e-learning in schools. There is also a finding of ill-discipline among learners; they do not respond to bells. There is lack of parent involvement. Parents do not care about education of their children and do not attend parents' meetings.

The DO1 agreed with CQPS that:

*“The common findings from visited schools are that; there is shortage of both teaching and non-teaching staff; poor infrastructure, insufficient resources especially LTSM.”*

The DO3 highlighted that:

*“There is shortage of teachers; teachers cannot be absorbed in the system especially Maths and Science educators because most of them are foreigners. Discipline in some schools is still a concern; there is a challenge of absenteeism of both teachers and learners in some schools. Parents are not actively involved in school activities and not supportive and committed to the education of their children; Drugs and pregnancy are also a common finding from the visited schools.”*

The DO2 explained:

*“There is lack of commitment in some schools; Discipline is still a concern; most teachers are not properly trained to teach at high school level; there is no training given to novice teachers or mentoring by experienced educators.”*

The DO4 said that:

*“There is non- implementation of the SSE, lack of the understanding of the philosophy of WSE itself; schools don't measure their performance; principals do not have their performance standards; schools are not accountable in conducting SSE because there are no punitive measures; there is lack of leadership and management in schools;*

*there is lack of professional discipline: principals lack professionalism; schools are highly unionised.”*

The DO5 explained:

*“The common finding is that curriculum management is neglected in schools; financial management is also a concern.”*

The SMT member from School B maintained that:

*“We are having a challenge of student behavioural problems; students are always absent from school, and have wrong attitudes.”*

The SMT member from School C claims that:

*“We are having a lot of disciplinary problems at school including pregnancy; learners come to school drunk and smelling dagga, absenteeism, the dodge and jump over the fence, lack of commitment to learners; they fail to do home works.”*

In contrast to SMT member from School A, he said:

*“Our SGBs are supporting us in ensuring that the policies are implemented. Discipline is not a challenge because we take serious measures on learners who failed to adhere with our code of conduct.”*

The DO3 confirmed that:

*“Pregnancy, drugs, absenteeism is a common finding when visited schools.”*

It means that schools should have strict rules to enforce discipline. The findings from the analysed documents show that some schools have policies in place and are implementing them (School A). In School C, policies are there but not reviewed and implemented. In schools, there should be appropriate regulations and procedures that are in place to ensure safety, security and discipline. Schools have code of conduct that outlines school rules and regulations thus ensuring that discipline is monitored (cf. 2.5.7). However, schools have disciplinary problems.

The response from School C was:

*We don't report our challenges like absenteeism, drugs to the EDO because she is going to say we do not have systems or controlling measures at school to monitor discipline.*

This implies that they were aware that they should implement their code of conduct.

Christie (2004:11) agrees that learners who drink and smoke are disruptive in lesson time.

The HoD in School B concurred:

*"The learners with behavioural problems are disruptive in class."*

Van Wyk (1999:89) maintains that learners are dropping out school because they fear of their personal safety. Schools should provide a secure environment that is conducive for the learners. The analysed documents revealed that the schools are having code of conduct but no systems are in place to implement the policy. The SMTs had evidence of curriculum monitoring tools in place to monitor the curriculum. There were minute books for subject meetings and curriculum-related matters. The researcher holds a view that there is no consistency in supervision of teaching and learning. Evidence from documents also showed that discipline is still a concern in schools. Attendance register showed high absenteeism rates in schools.

It emerged from the data collected that the majority of the participants have a common view of lack of curriculum management and discipline in schools. This might be caused by lack of assessment in schools. The evidence of the portfolios showed little assessment done in schools.

Literature attests that absenteeism and poor curriculum delivery is still a concern in schools

(Khosa, 2010:11). SMTs need to support the educators at school in their planning and assessment so as to improve learner's achievement. Findings from supervisors were that HoDs do not supervise the teachers and thus learners are not assessed regularly. A well-functioning school is committed to quality of teaching and learning and improvement in learner achievement (Christie, Butler & Fleisch 2007:56).

Quality of teaching and learning depends on the availability of resources. Therefore, teachers should be empowered with resources (Biyela, 2009:16). There is a shortage of LTSM and personnel in most schools that were evaluated and thus hinder quality of teaching and learning in schools. There is also poor curriculum delivery in schools. Teachers were trained in CAPS but do not follow CAPS guidelines in delivery of the lesson. Nevertheless, teachers do not use CAPS documents and ATPs as found by the supervisors. This showed lack of instructional leadership.

In many countries of the world, there is recognition that schools require effective leaders and managers if they are to provide the best possible education for their learners (Bush 2007:390). This requires that HoDs should be trained in leadership and curriculum management. Principals also need training in management. Findings from supervisors suggested that schools are not implementing policies; they often import policies from other schools. For example, code of conduct is not implemented in some schools. That is why there is a concern of disciplinary problems in some evaluated schools. The principal in some schools do not manage leaves properly. Therefore, this leads to poor leadership and management and hence some schools are dysfunctional.

Findings from the district officials suggested lack of parental involvement and training of principal in financial management. Discipline, shortage of LTSM and shortage of teachers are still a concern in the district.

The response from DO3 was:

*“We refer our findings to the relevant section e.g. the challenge of drugs and pregnancy to ESSS.”*

But there is no follow-up as to whether the relevant sections are managing to support the school.

In the light of the above, it can be concluded that WSE policy should provide monitoring systems to address the concern of discipline and curriculum management in school. These are the focus areas of WSE.

#### **5.3.2.4 Whole school Evaluation and school improvement**

The participants were asked whether WSE has impact on learner achievement and school improvement. The CQPS responded:

*“Ehhh impact is a long-term thing. We go to school and ask for written work, planning and observe in class. The supervisors then recommend on the teaching strategies. Learner achievement will then be improved if recommendations are implemented.”*

The SP2 said:

*“Ehmm there is lack of monitoring in the implementation of SIP and lack of commitment from the district. It might cause a little impact on school improvement.”*

The SP1 said that there is impact of WSE to learner achievement and school improvement:

*“Teachers are assisted and developed in curriculum management; time table; classroom observations and principal should then monitor curriculum tools that can improve learner achievement. HoDs need to be capacitated in supervising and monitoring curriculum.”*

The DO4 explained:

*“There is no impact of WSE on learner achievement and schools improvement because it is not implemented, reflected or monitored. It died on arrival; there are no systems in place to monitor the policy; training were only done during advocacy. There is no review of WSE.”*

The DO5 explained:

*“Schools can improve if they stick to basics; for example, monitoring curriculum and do justice in the implementation of SSE.”*

The DO3 mentioned that:

*“WSE is focusing on nine areas that are aiming at school improvement; if it can be applied effectively schools can improve.”*

The DO1 agreed that:

*“WSE can improve schools especially if schools are able to identify their challenges and able to address them and implement SSE.”*

It emerged from SMTs in three schools that WSE can have impact on school improvement if they can implement WSE. The majority of the participants perceive WSE as having an impact on school improvement. In contrast, there are other stakeholders who perceive that there is little or no impact at all. The assumption is that schools lack resources and there is lack of monitoring in SSE. If challenges can be addressed, WSE can have positive impact on school improvement.

It emerged from the provincial officials that teachers are supported in classroom observation and thus can improve learner achievement. The challenge is that subjects that are observed in class are informed by the competency of the supervisory team. Currently, there are no supervisors for Maths and Physics, which are the critical subjects in the province. The

supervisors were taken by curriculum section to be subject advisors. Subjects evaluated in class are not informed by poor performance in that subject but informed by the competency of the supervisors. Subject advisors are the ones who should take that responsibility at district level. The subject advisors should intervene immediately on the recommendations made by the provincial team especially on subject matter.

The district official suggested that if schools can implement SSE, it can lead to schools improvement. The concern is that not all schools are implementing SSE. So, it means those schools who do not implement might not improve. The response from DO4 was that there is no impact at all, he explained:

*“WSE was maybe copied in developed countries with resources, and it leads to school improvement in those countries.”*

He maintained that in a developing country like South Africa with shortage of resources, it might not work. In developed countries, where the practice of evaluating the schools as an institutional unit started, all schools receive sufficient resources and are supplied to make the schools conscious of the need to improve quality (De Grauwe, 2004:31). However, De Clercq (2009:103) argues that WSE is not primarily a system which can easily be used to identify specific school improvement strategies.

In the light of the above, it can be concluded that WSE can enhance school improvement and learner achievement if schools are supported in SSE and SIP. The next section presents and discusses systemic barriers to WSE.

### **5.3.3 Systemic barriers to Whole School Evaluation**

The participants' perceptions on the systemic barriers to WSE can be clustered as follows:

- Lack of human resources;
- Lack of financial resources and budget for WSE;

- Challenges in the implementation of Schools' Self-Evaluations;
- Lack of follow-up on WSE reports;
- Lack of support and monitoring SIP;
- Lack of training;
- Lack of accountability; and
- Resistance of the unions.

### **5.3.3.1 Lack of human resources**

The opinion from DQPS was that there is shortage of human resources in the province. He responded:

*“There are currently three trained supervisors at the province responsible for evaluating all the schools in the ECP. There are vacant posts that have never been filled because of shortage of money; the posts were taken away or are no longer funded. The money was taken to address the challenge of shortage of teachers in the ECP schools. There are seven vacancies that are not yet filled.”*

The CQPS also agreed that the overall implementation challenges have to do with human resources, a key challenge. He mentioned vacancies that are not filled. Out of 280 schools, the province in 2014 managed to evaluate 10 schools because of the shortage of human resources. There are currently only three supervisors responsible for evaluation.

The DO1 explained:

*“There is a challenge of lack of resources in the district e.g. human resources; there is no official responsible for WSE.”*

The DO2 explained:

*“Availability of appropriate resources poses a challenge in the implementation of WSE. Schools are battling to perform at their best due to lack of human resources.”*

The DO3 explained that:

*“There is shortage of teachers at school, especially maths and sciences.”*

The SMT member in School A said:

*“We are having a shortage of human resources, of about seven teachers but we are utilising the resources that we have and the learners are managing to pass. The serious challenge is shortage of Maths and Science teachers.”*

The SMT member from School C concurred:

*“We are having a work load because of the shortage of staff. The SMT’s are all acting, there is no deputy principal meaning that there is only one appointed member of SMT: the principal. According to final Post Provisioning we are 22, the posts that are currently filled are 15.”*

The SMT member from School B agreed that:

*“One of our challenges at school that impacts on learner achievement is the shortage of educators; we are having a shortage of seven educators and overcrowded classrooms.”*

The majority of the participants perceive that one of the systemic barriers to WSE is lack of human resources. This challenge hinders proper implementation of WSE.

Literature suggests that schools which are committed can improve regardless of all odds Christie et al (2007:56). There is lack of monitoring in schools because of the challenge of shortage of personnel at province and district. At Libode District, there is only one DCES for IQMS responsible for implementation of IQMS in the district. There is no WSE Unit at the district. There is also a challenge of shortage of the teachers in the province. The shortage of human resources impacts on training. Schools were not trained in SSE and there is lack of support done by the province to the district in ensuring the implementation of WSE.

Provinces are responsible for the design of policies to provide administrative support, advice, guidance and resources to all districts to enable them to help schools to respond to recommendations emanating from external evaluation (RSA 2001:18). Seemingly, the policies to provide human resources are not in place. There is also a common challenge of shortage of inspectors in Botswana (cf. 3.5.4). There are insufficient regular visits in Tanzania due to shortage of inspectors (cf. 3.6.4.2).

In the light of the above, it can be concluded there is an urgent need of employing human resources at all levels. This challenge might be common in developing countries.

### **5.3.3.2 Lack of financial resources and budget for WSE**

The DQPS claimed that the shortage of human resources is linked to financial resources. He explained:

*“Wow, the shortage of staff is linked to the whole challenge of the reduction of money throughout the country; the whole cake from the Finance Minister is cut down to the province and to the district. We pay the accruals before spending if we have them. The budget is the one which determine the number of schools to be evaluated, if the budget is cut, therefore few schools will be evaluated. Training also needs money.”*

Because of shortage of funds, we evaluate the school based on proximity. The SP2 explained that there is budget in place for school visits; for example, petrol and accommodation. There is no budget for training districts and schools because of shortage of funds. The SP1 mentioned that:

*“We used to have a budget in place for implementing WSE programmes when we were still operating with the conditional grant but now we have little budget that allows us to evaluate few schools.(not more than 10 schools per year).There is budget cut every year.”*

Conditional grant is the money or grant that is coming from the national DoE for specific stipulation; it cannot be used for other purposes. There was conditional grant before it was used to train supervisors. The SP1 added:

*“After supervisors were trained, the conditional grant stopped. There is no conditional grant anymore; we depend on slice budget from provincial DOE. Only 145 000 was allocated for WSE in 2014, not enough to support the 23 districts in the ECP.”*

The DO1 stressed that:

*“Budget for WSE is not enough to do justice.”*

The DO2 explained:

*“We do not have funds specifically for WSE, budget is centralised at provincial level.”*

The DO3 maintained that:

*“There is no budget for WSE; the schools are having their own budget, and we rely mostly in the schools budget. There is a conditional grant, however, from the province to train SGBs, HoDs, RCLs and principals.”*

The DO5 concurred that:

*“We have budget for the district needs, we do not have a special budget for WSE.”*

The DO4 coincided:

*“We do not have budget for WSE; we manage school’s money (programme 2). The budget is controlled by the province; we do not have financial powers. The budget is centralised in the province; we are given a special grant for a specific programme.”*

It was recommended by the provincial and district official that there should be enough budget for WSE for training and for schools visits. The DQPS explained:

*“Mhmm haaa obvious one we need more money and more people as much as we are*

*told to do more with the less". We need to pay accruals before spending. The budget is the one which determines the number of schools to be evaluated."*

The CQPS concurred that:

*"One would lobby for bigger budget to support WSE and also to employ human resources."*

The SP2 claimed that:

*"We need financial support to fund WSE programmes."*

The SP1 said that:

*"Financial support of WSE at all levels from province, district and schools is needed, so as to train the new staff that have joined and stakeholders need to be trained in WSE."*

The DO1 and DO3 supported that:

*"The district should have budget specifically for WSE."*

Evidence from paper budget and schools budget showed that there is no budget in place for WSE activities. The majority of the participants perceive lack of funding and budget as a systemic barrier that can hinder implementation of WSE.

The reviewed literature indicates that provinces should provide a budget to help schools respond effectively to recommendations. This includes providing appropriate in-service training programmes (RSA, 2001: 18). It suggests that financial support from the province is essential in particular to disadvantaged schools to assist them in their improvement. But this is a challenge in the ECP, where the budget is not sufficient at the province to support the district. The province fails to train districts and schools due to shortage of funds. Schools do not have budget in place for WSE in their paper budget.

The provinces are responsible for ensuring that sufficient funds are available to enable district

support teams to carry out on-going monitoring, support and development activities in schools (cf. 2.7.4). However, the budget is not sufficient at the province to do that. In addition, the district does not have a budget in place for WSE. Reviewed research suggests that lack of financial resources is one the challenges in implementing WSE (Risimati, 2007:219). Countries like Botswana have a challenge of shortage of transport due to lack of finances and thus hinder regular visits to school (cf. 3.5.4.2).

In the light of the above, it can be concluded that that there should be a budget for WSE at province, district and school levels.

#### **5.3.3.3. Challenges in the implementation of SSE**

The CQPS responded that they are only training or supporting schools that have been selected for evaluation in conducting SSE. Those that are not in the sample are not trained. The SP2 supports that not all schools are conducting SSE. The reasons might be because they are not trained. She claimed that we train the schools that are in our sample for evaluation:

*“The SP2 further explained that SSE needs honesty. It is introspection about the school so that the schools can be developed. The tendency or shortcoming is that principals do not want to expose true reflection of their schools. It is not easy to identify your weakness. It is human nature because it focuses on individuals not schools. If the school is dysfunctional, the principal we know that it is him or her who is failing.”*

The DO5 said:

*“Schools are not implementing SSE, they submit SIP for compliance.”*

The DO4 concurred:

*“WSE is not implemented in schools; principals do not conduct SSE; they outsource the programme, they do not own it; WSE is not consistent in schools. There is no*

*sustainability or continuation of the WSE programme.”*

The SMT members from School A, B and C acknowledged that they were not trained in SSE. Other SMT members from the three schools were trained in Principals Management and Development Programme (PMDP) workshop. The SMT members from School C acknowledged that they are conducting their SSE quarterly when they are analysing results in term one, two and three from grade 10 to grade 12. Their SSE is informed by the performance of learners. The SMT member explained:

*“Yhaa we do conduct SSE quarterly when we analyse our results, we check absenteeism and come up with strategies that can improve absenteeism from both teachers and learners”.*

They explained that they make their introspection on what they are not doing to improve the results and what they can do better so that learners can improve their achievement. They focus specifically on learner achievement. The SMT members in School A supported that they conduct SSE every six months with the active support from the SGBs. The other SMT members in School B said at the school they do not conduct SSE and the other member said they conduct. They reflected in School B that they are not sure on how to conduct it. The SMT member from School B explained:

*“Mhmm I don't know anything about SSE; can you explain it to me? I was not even trained on how to conduct it”.*

The majority of the participants confirmed that schools are not implementing SSE. The assumption is that they were not trained and do not know how to conduct SSE. The SMT members from School A, B and C showed that they were not trained in SSE and do have problems in conducting the SSE. In School B and School C, there is lack of SGB support and in School A they are evaluating their school twice a year with the support of the SGBs. Principals do not take the lead in undertaking SSE activities in line with the requirements of

WSE policy (cf. 2.7.6). Schools will not improve without schools doing their own introspection. SSE is a systematic process through which a school continually reviews the quality and effectiveness of its work so as to facilitate its self-improvement for further development leading to the provision of quality education for its learners (Naidu, *et al.* 2008:49). Evaluations need to take direct account of those factors which are central to school improvement (Santiago, *et al.* 2011:111).

Schools are doing SSE only when they are evaluated. Schools that are not going to be evaluated are not trained in SSE. Training in SSE is done in pre-evaluation. In terms of the WSE policy, all the schools must be trained in SSE (cf. 2.3). But because of the shortage in human resources, the province is confined to train those schools that are in the sample. Recently, there were plans in 2014 to train all schools in the province in SSE. There is Subject Educational Specialist (SES) who transferred from the other province to ECP responsible for training all the schools in SSE. The province will in future target for external evaluation all the schools that were trained in SSE. The supervisors are also assisting the SES in the training when there are not busy. Because of the shortage of staff, schools are clustered and trained in SSE at one central point.

The district officials did not manage to train schools in SSE. They are training principals in management and leadership. The DO4 explained that they are not residing at school because of the limitations of time and they might not have time to train the schools in SSE. Schools might have a challenge in the implementing of SSE because of the lack of training. In some schools, SSE is not known. The literature in Chapter Three concur that SSE is still a concern in schools. In Mexico, SSE remains incipient (cf. 3.7.4.3). There is no consistent school evaluation in schools (Kimball, *et al.* 2009:236). In the light of the above views, it can be concluded that schools need training in conducting SSE.

#### **5.3.3.4. Lack of follow-up on WSE reports**

The DQPS explained that the WSE reports are not yet published as it is the case in other countries. One is shared with the school and left to the school. The copy is taken to the district so that they can make follow-up on the recommendations and SIP. The reports are also taken as annual reports to the planning section. They might be used or might not be used for planning and thus a challenge. He explained:

*“It is a process; the reports on evaluated schools are taken to Chief Director to DDG and to SG. We cannot report directly to SG. Hence planning cannot be done.”*

The CQPS claimed that the reports are submitted to the SG. He further explained that there is lack of follow-up on WSE reports. The researcher asked whether the province is making any follow-up to the district and schools to ensure that they implement what is on the reports.

The CQPS explained:

*“Ehmm YES or NO. Yes in the sense that when we are evaluating schools we make sure that EDO is there, and when we give the report on the final evaluation we also make a point that EDOs and subject advisors are there when oral report is given; this is to ensure that they know the areas that needs development and all the findings and thus will enable the district to support the schools. The EDOs will then target issues that need urgent attention. The written report will then follow after two weeks. The EDOs will then be responsible for monitoring the implementation of the reports.”*

The SP2 explained that they come back and give a written report to the school. However, it is not always done due to shortage of human resources and thus a challenge. She explained:

*There are schools which were not given written report; they were reported orally.*

The SP1 agreed that they do not have the support team at the province to make follow-up on the reports, it is left to the district.

The DO2 maintained that:

*“I do follow-up on the recommendations that I made in WSE report or recommendations in the log book.”*

The DO3 explained:

*“There is no follow-up because there are no special visits for WSE; transport is also a challenge that causes lack of follow-up; the external evaluators(province) sometimes do not inform us as EDOs when visiting schools that may cause us to fail to make follow-up on the findings from the province because we were not part.”*

The DO5 claimed:

*“Yes there is follow-up; we visit the school again to check whether the recommendations are implemented.”*

The DO4 concurred with DO3 that:

*“We do not have specific officials for WSE, so there is lack of follow-up.”*

It emerged from the interview data that the majority of the participants perceive that there is lack of follow-up on WSE reports. This is due to logistics and financial challenges. In most cases, the schools are given oral report. The provincial and district officials reported that sometimes they fail to come back with a written report. Therefore, this is a challenge because the school staff and all the stakeholders might forget an oral report and fail to implement. The provincial office according to its mandate is supposed to give a written report to the evaluated schools and the copy to the district office (RSA, 2001:11). Because of shortage of human and financial resources, feedback and follow-up on reports is still a concern.

In some countries like Australia, there is “My School” website to publish WSE reports (cf. 3.3.5). In South Africa, the reports are published by the National Department of Education. Schools and provinces do not publish the reports. In contrast, in England the school has one

working day to respond on the WSE report (cf.3.2.2.). The schools normally receive electronic version of the final report within 15 working days (OFSTED, 2005:25). Once the school is given a report, it is required to take steps to ensure that every parent of a registered learner of the school receives a copy of the report within five working days and the report is published on OFSTED website (OFSTED, 2005:23). However, this is not the case in South Africa. In a country like South Africa, with lack of professional evaluation capacity and history of distrust towards school evaluation, there could be problem with school evaluation, especially from defensive and poorly resourced schools which may not want to conduct an authentic evaluation (Silbert, 2008:102).

Schools are given time to interact with the report and sign when they agree with the findings on the report. They are not given time to respond but are empowered to implement the findings. EDOs are making follow-up on the reports and others are not. They perceive that this lack of follow-up as due to the fact that there are officials at district for WSE. In order for the schools to improve, they need feedback on the findings. The feedback schools receive from external review is a major input into school improvement process (Santiago, *et al.* 2011:112). The concern is that the EDOs focus specifically on the functionality of the schools not an all other aspects of WSE. This lack of follow-up is a common challenge in both developed and developing countries. One of the challenges encountered in Australia is that the degree of follow-up on monitoring schools is variable and may impact on school improvement (Santiago, *et al.* 2011:111). In Botswana, there is lack of follow-up because of the workload of the inspectors (Makgothi, *et al.* 2001:67).

In the light of the above, it can be concluded that that the province and district team should make follow-up on the WSE reports and ensure that schools are analysing the reports and are providing feedback on the reports. Lack of follow-up has serious implication for the

implementation of SIP.

### **5.3.3.5 Lack of support and monitoring of school improvement plans**

The response from the DQPS on the challenges they experience in the implementation of WSE showed that there is lack of monitoring from the province, he explained:

*“Mhm is the whole issue of how do you ensure that monitoring and evaluation take place. The challenge is to ensure that the schools that have been evaluated are implementing their SIP. It is not easy for us to make follow-up on the implementation of SIP because of the financial reasons. The district is the one who is supposed to monitor SIP.”*

The CQPS explained that the district fails to monitor SIP. He said:

*“Districts do not really work hand in glove with the province. After evaluation we as the province send report to the district office but EDOs are not making follow-up on those reports or at times we give feedback or oral report to schools in the absence of EDOs. It is a challenge because schools might not be monitored in implementing SIP.”*

The SP2 agreed that:

*“The provincial team are external evaluators; we are supposed to give information to the EDOs at district level because EDOs are responsible for monitoring the performance in school and are the ones who are responsible for monitoring the implementation of SIP (recommendations from evaluation). It is therefore difficult to support WSE at the district level, since WSE is integrated in IQMS at district level.”*

She further explained that there is lack of monitoring from the province, districts and also schools (SMT); they are failing to monitor the implementation of SIP or findings from WSE.

She claimed:

*“SMT must take responsibility of calling meeting and intervene immediately with oral reports on findings.”*

The DO3 explained:

*“We visit schools and make advices on what can be done to improve the schools, we also write that on the log book, we fail to make follow-up on SIP and teachers are aware of this.”*

The DO4 maintains that:

*“We give suggestions to the schools on the SIP; they are doing that for compliance or for filing; they fail to implement and we are also failing to make follow-up, when we visit the school again; we visit it for another purpose, there is no consistency in our visits.”*

SMT member from School C The explained:

*“Ehmm I can say there is lack of monitoring from the evaluators on SIP; we interact with the report and after it is kept at school; there lack of monitoring as to whether we are implementing the recommendations or not.”*

The SMT member from School B agreed:

*“We were visited by the provincial team; after their visit, there was no monitoring done by them, we were told to submit SIP to the EDO; there was lack of monitoring on whether we are implementing our SIP or not.”*

The SMT member from School C explained:

*“We were visited by the national team on the 22 January 2014; they gave us copy on their findings, and we were told that we must wait for the district team to support us with the recommendations. Unfortunately, we were not told anything about the SIP. The copy is with principal.”*

She explained that the SMT had not yet analysed the report and were not given any deadlines to respond to the report. The EDO who can assist the school in its improvement plan was not part of the team.

The recommendation from DQPS was that:

*“There should be implementation of multi-disciplinary district based team; the province will then work together with the team to implement, monitor and evaluate WSE reports and SIP and work together with EDOs.”*

He mentioned that the team will assist the provincial team thus ensuring that schools are implementing SIP because districts are the ones who know the context of the schools. They are then able to compare findings from the reports with the context or environment the schools are located.

The CQPS coincided that:

*“Districts should have a team that is responsible for evaluating its own schools, for example, Libode District should have its own team, Mthatha District its own team et cetera. and then the province will go and monitor. Districts need to have a plan on how they are going to support each and every school that has been evaluated, to be assisted in SIP and SSE and the district make a follow-up on the recommendations suggested on WSE reports.”*

The DO4 concurred that:

*“There should be a multi-functional team in the district to be responsible for the implementation of WSE and follow-up on school visits.”*

The majority of the participants showed that there is lack of monitoring of the implementation of SIP. This might be because there is no WSE Unit or Quality Assurance Directorate at district level to ensure that schools are monitored and supported in implementing recommendations from external evaluators. There is also lack of monitoring

from the province to monitor district support team in supporting the schools in their improvement plans.

The district officials reported to have no budget for WSE and shortage of transport and thus hinder their on-going support to schools. The district support services use reports from the supervisory teams to discuss with the schools and guide them in implementing recommendations (RSA, 2001:13). In addition, the RSA (2001:13) contends that the district support services are responsible for guiding schools in the implementation of the recommendations of WSE reports. However, they are not performing their mandated duty due to shortage of funds and transport. They fail to support schools in their SIP; there is lack of follow-up. The province should also ensure that they monitor the district support team in ensuring that the recommendations on SIP are implemented. The CQPS responded that the monitoring is linked to budget which is cut. It shows that there is no follow-up from the province and district. There is a need for multi-functional team or WSE Unit in the Libode District.

The schools are submitting SIP for compliance as there is lack of follow-up at all levels. In some schools, the WSE reports are kept in files and schools do not implement SIP. The province also does not monitor the implementation; they leave it to the district. This might hinder school improvement. There is also lack of support or immediate intervention on the findings from the evaluation. The principal should in collaboration with SGB and other stakeholders produce SIP in response to the evaluation reports within four weeks of the receipt of written report (RSA, 2001:20). But the schools do not always receive written report and thus might hinder implementation of SIP. SGBs are not involved in producing SIP and in some schools teachers; it is only done by the SMT. In countries like England,

SGBs and parents contribute in drafting the SIP. Once the SIP has been completed, it must be submitted to district for approval (RSA, 2001:20). Due to lack of monitoring and support, there is no feedback or follow-up on the SIP from EDOs. They fail to make follow-up to school due to transport challenges.

In the light of the above, it can be concluded that provincial supervisory team and district support team should support schools in their SIP so that there can improve. There should be WSE Unit or Quality Assurance Directorate at the district level to support the schools in implementing SIP.

#### **5.3.3.6. Lack of training**

The participants were asked on how they ensure that WSE is implemented at province, district and schools. The DQPS responded:

*“Mhm first thing is human resources: for training and visits. Secondly, human resources need to be trained on WSE tool; and trained as credited WSE co-ordinators on the implementation of WSE. They need to be trained in the tool so that researchers can use the same tool on the nine focus areas and get the same results thus ensuring validity of the tool. However, training was done long time during advocacy of WSE policy.”*

The DO2 explained:

*“There is lack of properly trained staff on the roles and responsibilities on WSE and in the operation of school.”*

The DO3 stated that:

*“There is no training done by district to schools in SSE; there is no seriousness of WSE, we only focus on learner achievement. Schools are trained in SSE by the province during pre-evaluation visit not district officials.”*

The DO5 explained:

*“We do train SMTs and SGBs in governance and management; there is no training specifically in WSE.”*

The DO4 said:

*“Managers are not properly trained in SSE because there is no specific section for WSE at district level. SMTs need to be capacitated in SSE. Principals are not implementing WSE because they lack training.”*

The SMT member from School C:

*“We were not trained in SSE; we don't know how to do it; we need training so that we can be able to implement.”*

However, there is a challenge of lack of training. The CQPS explained:

*“Training was done during advocacy in 2002; there were regions then, for example, central region, East Griqualand, eastern region et cetera. The districts were called and unions in those regions before the roll out on implementation of WSE. There was no follow-up training after that.”*

He further explained that there is also lack of training in SSE due to shortage of staff at the province. District officials and principals are retiring; it is possible that those officials and SMTs, SGBs that were trained in the implementation of WSE are no longer there.

The district officials claimed that schools were not trained in SSE; training is only done by the provincial officials during pre-visit. The DO3 claimed that:

*“This lack of training might be caused by lack of competency in WSE; there is no section in the district that focuses on quality assurance or WSE.”*

The majority of the participants are of the view that there is lack of training at all levels of the

education system. The reason is that training was done in 2002 during advocacy. Educators were also not trained in WSE and are not even conversant about implementing in some schools. In the USA, there is a challenge of lack of training to guide inspection and improvement (cf. 3.4.4.3). This suggests that teachers were lacking support and skills in inspections (Hamilton, 2010:62). Training has been a concern in Botswana; inspectors lack training (cf.3.5.4.1). This lack of training can hinder school improvement and effective implementation of WSE. It can be concluded that there is an urgent need of training all the stakeholders on WSE.

### **5.3.3.7 Lack of accountability**

The perceptions of the participants showed that there is lack of accountability in the implementation of WSE at all levels, namely; at national, province and school levels and thus a challenge. The national level is not accountable in ensuring that the 5% of sampled schools are evaluated. The SP1 at provincial level explained that:

*“The sample of the school is currently based on proximity.”*

The CQPS concurred that:

*“We managed to evaluate in 2014 only five schools out of the 10 schools that were targeted which is far from 280 schools according to the mandate of the national.”*

This showed lack of accountability from national level to support the province with funds and human resources. The province is not accountable in ensuring that district support teams are supporting schools in implementing the policy. They failed to train the district official and schools in the whole implementation process thus showing lack of accountability. The provincial officials claimed that this lack of accountability might be because WSE is in different directorate at national, province and districts. The SP2 explained:

*“WSE, PMDS, IQMS are the monitoring tools to measure the performance in the*

*education system and are under one directorate at national level. At provincial level, IQMS is under IDS&G directorate and WSE is under Quality Promotion and Standards directorate. At district level, WSE is integrated in IQMS, under IDS&G directorate. In the district, we do not talk about WSE specifically but IQMS because there is no unit that deals with WSE at district level.”*

The SP1 recommended that:

*“SSE should be done by all stakeholders, WSE should be enforced by HOD (SG) in the form of a circular to ensure implementation, and it becomes a law and ensures accountability in the implementation of WSE.”*

The SMT member from School C and B maintained that they do not conduct SSE, thus showing lack of accountability. The DO1, DO2, DO3 and DO4 supported that it is not their duty to ensure that WSE is implemented.

The majority of the participants agreed that there is lack of accountability in school evaluations. This is caused by the fact that there are no consistent measures in place that are implemented to ensure that all stakeholders are implementing WSE. Literature indicates that the principals are accountable of undertaking SSE activities in line with WSE policy (cf. 2.7.6). However, the district is not accountable in ensuring that schools are conducting their SSE. They are also not accountable in ensuring that schools are implementing SIP. Lack of accountability is a challenge in the implementation of WSE at Libode District and ECP. This might be due to the fact that at Libode District there is no directorate for WSE and thus the focus is only on IQMS. There is no focus on WSE which is also integrated in IQMS. WSE addresses all the contextual factors that hinder performance of educators in all the performance standards of IQMS. School evaluation is only one piece in the accountability framework (Lucen, 2006:139).

In England, inspection seems to embody the promise of holding schools to account in improving standards (Handbook for inspection, 2013:27). Schools that fail to meet standards are placed on special measures and can lead to the expulsion of the principal. In the USA, the schools that failed to meet the standards are imposed with penalties and students who fail test results in NCLB are transferred to other schools (Faubert, 2009:221). In Mexico, there is no culture for school inspection. A comprehensive system of school inspection is lacking including meaningful approach to external evaluation, thus showing lack of accountability in school inspections (cf. 3.7.4.2). Lack of accountability is a serious concern in developing countries.

It can be concluded that all stakeholders should be accountable of their role in implementing WSE at all levels in the education system.

#### **5.3.3.8. Resistance of the unions**

One of the challenges identified in the implementation of WSE was that of the resistance of the unions (particularly, SADTU). The CQPS explained:

*“Unions are also problematic but to a very limited extend to refuse their members to be evaluated. He mentioned an example of school in Libode District that was not evaluated in 2013 due to resistance of the union.”*

The SP1 supported that they are facing a challenge of cold reception from the stakeholders (unions). She explained:

*“In some schools, site stewards become a barrier; they do not want supervisors to go to the class. They are saying IQMS is there for classroom observations. She further explained that they are abided by the code of conduct to respect all the stakeholders.”*

The DO4 said:

*“Managers are weak or paralysed; they are not accountable in their duties because of*

*the unions, they report to the unions; the relationship between unions and the employer is naturally antagonistic; they bargain for more money and less job.”*

The DO1, DO2, DO3 and DO5 agreed that the unions can be the barrier; they fail to support schools due to the resistance of the unions.

The CQPS recommended that:

*“It is important that the unions should support the provincial team instead of protecting their members. It is in the interest of the unions to improve schools and teaching and learning. Supervisors are not fault finders but developers and enhancing school improvement. Teachers could benefit from the support done by province.”*

The majority of the participants perceived that unions can hinder the effective implementation of WSE; the union does not want their members to be observed in class.

Classroom observations are done by peers and immediate seniors at school who are not independent body and their findings might not be similar to those of external evaluators or might not be authentic. This suggests that teachers need to be developed by external supervisors to improve in their lesson delivery. The unions are the key stakeholders; they are called during pre-evaluations and informed that teachers in particular subjects are going to be observed in class. In some schools, they resist evaluations, and in some cases, it was stated that some EDOs are not cooperating with supervisors. According to the law, the schools have no right to refuse evaluation but they can take advantage of the union which have a bigger muscle and can mobilise other members to support the school. They are thus having more power to refuse because they are many while supervisors are few; that was the assumption from the CQPS. It is the duty of the WSE office to ensure that there is a mutual understanding between union and WSE team. Unions use the strength of their membership. Unions contribute to resistance towards evaluation because they view evaluation as punitive

not as developing teachers. WSE presents a challenge to teacher unions; teachers are resisting all forms of evaluation (O'Brien, 2006:12). In the USA, the provision of NCLB Act had aroused oppositions from teacher unions. Resistance of the unions acts as an obstacle in the inspection process (Faubert, 2009:37).

The next section presents the summary of the chapter.

#### **5.4 SUMMARY**

There are challenges in the implementation of WSE at province, district and school levels. It is also clear from the findings that schools need training in SSE. Suggestions or recommendations are needed to be implemented for proper functioning of WSE in the Libode District.

The stakeholders involved in WSE are responsible for their mandated duties but there are challenges that hinder them to perform their roles effectively. The supervisors are tasked with ensuring that schools are conducting SSE but due to contextual factors there is lack of monitoring. In the next chapter, the researcher presents the synthesis of the findings as well as the recommendations emanating from the research and recommendations for further research. The limitations of the research will also be presented.

## **CHAPTER SIX**

### **SUMMARY, RECOMMENDATIONS AND CONCLUSION**

#### **6.1 INTRODUCTION**

The previous chapter presented and discussed the data that emerged from the empirical study. This chapter summarises and concludes the study. It also outlined a general overview of the preceding chapters, a summary of the key findings and conclusions emanating from the key findings of this study. Recommendations for proper implementation of WSE at secondary schools, Libode District and Eastern Cape Province are discussed, limitations to this study are presented and recommendations for further research conclude this chapter.

#### **6.2 OVERVIEW OF CHAPTERS ONE TO FIVE**

This study was organised into six chapters. This section presents a summary of each chapter. Chapter One provided orientation of the study. It presented introduction and background to the study (cf.1.1), statement of the problem (cf.1.2), demarcation of the problem (cf.1.3), aims of the research (cf.1.4), motivating the problem (cf.1.5), literature review (cf.1.6), international perspectives on WSE (cf.1.7), research design and methods (cf.1.8), clarification of concepts (cf.1.9), and the layout of the study (cf.1.10).

In Chapter Two, the researcher presented literature reviewed on the implementation of WSE in South Africa and associated challenges. It also outlined the policy framework that mandates the implementation of WSE (cf.2.2). This section discussed relevant policies underpinning the implementation of WSE. Section 2.3 discussed the WSE policy, its principles, approach and evaluation process. The types of WSE policy: internal evaluation and external evaluation (cf. 2.4). The researcher also presented and discussed WSE model used in South Africa at national, province, district and school levels (cf. 2.5). The model highlighted the nine focus areas of WSE that contribute to effective schools. The chapter

presented WSE and quality assurance (cf. 2.6). It discussed the role of WSE in monitoring and assuring quality in the education system of South Africa.

Section 2.7 discussed roles played by different stakeholders in implementing WSE. The roles of the following stakeholders were discussed: the Ministry of Education (cf. 2.7.1), the National Education Evaluation and Development Unit (NEEDU) (cf. 2.7.2), the province (cf.2.7.3), the supervisory team (cf.2.7.4), the district support team (cf.2.7.5) and the schools (cf. 2.7.6). The challenges in the implementation of WSE identified by the scholars in reviewed literature were also presented (cf.2.8).

Chapter Three highlighted the international perspectives on the implementation of WSE in selected countries. The chapter discussed the inspection process, the role of the stakeholders, challenges encountered in school inspection and school inspection practices in these countries were compared with practices in South Africa. The following countries were selected for this study: England (cf.3.2), Australia (cf. 3.3), USA (cf. 3.4), Botswana (cf. 3.5), Tanzania (cf. 3.6) and Mexico (cf. 3.7).

Chapter Four presented how the researcher obtained the empirical data that was needed to address the research questions. The qualitative case study research was adopted (cf. 4.2). The researcher further explained the research design (cf. 4.3). This chapter presented the sampling procedure (cf. 4.4), data collection procedure (cf.4.5), data analysis (cf.4.6), credibility and trustworthiness of the data collected (cf.4.7), ethical considerations (cf. 4.8) and delimitations of the study (cf. 4.9).

In Chapter Five, the researcher presented and discussed key empirical findings. Section 5.2 presented characteristics of the participants. Section 5.3 presented the research findings. The presentation of the findings was structured around the research questions (cf.1.4). The themes and categories that emerged from the data collected were presented in a table form (table 5.4). The themes that emerged from collected data were stakeholders' perceptions on

their roles in WSE (cf.5.3.1), WSE policy implementation (cf.5.3.2) and systemic barriers to WSE (cf. 5.3.3).

The next section summarises the important findings drawn from the literature and empirical research in this study.

### **6.3 SYNTHESIS OF IMPORTANT FINDINGS AND CONCLUSIONS**

In this section, the researcher presents a synthesis of the key literature and empirical findings, in relation to the research aim and objectives (cf.1.4). This study examined the implementation of WSE at secondary schools in the Libode District, ECP. The following objectives were set out to investigate this research problem:

- To explore policy framework for WSE in Eastern Cape secondary schools;
- To examine the roles and responsibilities of different role players in implementing WSE;
- To explore stakeholders' perceptions on their roles in implementing WSE;
- To examine challenges encountered in the implementation of WSE; and
- To recommend guidelines for improving WSE in the Eastern Cape secondary schools (cf. 1.4).

#### **6.3.1 Findings from related literature review**

Review of the related literature in Chapter Two and Chapter Three provided theoretical basis for this study. Deriving from the literature study, a summary of the main findings is presented in accordance with this study's objectives as follows:

##### **6.3.1.1 Objective One: to explore policy framework for WSE in Eastern Cape secondary schools**

To address the above objective, the following conclusions were drawn:

#### **6.3.1.1.1 Policy framework for WSE**

It was established from the literature review that there are policies that underpin the implementation of WSE in South Africa and in international countries. The policies set norms and standards in the education system of the countries. Findings from the literature reviewed suggest that WSE or school inspection is an accountability tool used to monitor, evaluate and report quality and standards in the education system worldwide.

#### **6.3.1.1.2 National Education Policy Act No 27 of 1996 (NEPA)**

From the literature review, it was established that NEPA directs the Minister of Education to set standards in the education provisioning of South Africa and is responsible for monitoring and evaluating standards to ensure that quality education is provided in the country (cf. 2.2.1).

#### **6.3.1.1.3 South African Schools Act, 84 of 1996 (SASA)**

This Act sets uniform norms and standards for the education of learners and enhances quality of teaching and learning in schools (cf. 2.2.2). The Act formulates rules and regulations for schools, code of conduct of all stakeholders, establishment of a disciplined and purposeful school environment to achieve and maintain quality education. These are the focus areas of WSE.

#### **6.3.1.1.4 South African Qualification Act of 1995 (SAQA)**

It was established from the literature review that this Act mandates monitoring and auditing of national standards and qualifications. It is the quality assurer in the system used to ensure that standards and qualifications at all levels are recognised nationally and internationally (cf. 2.2.3).

#### **6.3.1.1.5 The Assessment policy of 1998**

The literature suggests that this Act provides systematic evaluation of the achievement of

learners. It assesses the effectiveness of the education provisioning in the country (cf. 2.2.4).

#### **6.3.1.1.6 Further Education and Training (FET) Act, 98 of 1998**

The literature reviewed showed that this Act assesses and reports the quality of education provided in FET band (cf. 2.2.4).

#### **6.3.1.1.7 Policy framework for school inspection in England**

The literature points that in England, the policy handbook for school inspection mandates Office for Standards in Education (OFSTED) to monitor quality standards in English schools (cf. 3.2.1). It ensures accountability on the standards of education in the system and reporting of the achievement of learners to all the relevant stakeholders (cf. 3.2.1). The OFSTED was created in 1992 Education Act as part of a new era of parental choice and accountability (cf.3.2.2). It is a national body that provides inspection of schools with public reporting to parents, Parliament and provision of the advice to ministries (Burgess & Allen, 2012:4). It makes schools to account on their performance and places emphasis on the use of external examination results to judge schools (Learmonth, 2000:89). OFSTED promotes the improvement of individual school and education system as a whole (cf. 3.2.3.1).

#### **6.3.1.1.8 Policy framework for school inspection in Australia**

The findings from the literature suggest that National Assessment Programme Literacy and Numeracy (NAPLAN) is the policy used in Australia to measure the performance of the state education system (Sellar & Lingard 2013:635). The NAPLAN test scores are used to compare the achievement of learners against similar schools (cf. 3.3.1).

#### **6.3.1.1.9 Policy framework for school inspection in the USA**

From the literature reviewed, it can be pointed that the NCLB Act is a policy used in the USA as an accountability tool to monitor performance in schools and in the education system (Charles, *et al.* 2012:6). The NCLB Act requests US DoE to annually determine whether schools and districts were making adequate yearly progress towards reading and Mathematics

(cf. 3.4.1).

#### **6.3.1.1.10 Policy framework for school inspection in Botswana**

Findings from the literature suggest that the DoE sets policy and guidelines for school inspection in Botswana. The department advises the Ministry of Education on training of teachers so that they can enhance quality education to learners (cf. 3.5.3).

#### **6.3.1.1.11 Policy framework for school inspection in Tanzania**

The findings from the literature showed that the MoEVT in Tanzania sets policy for school inspection. School inspection assists in ensuring quality education and accountability in school improvement (Kambuga & Dadi 2015:2). The purpose of school inspection is to advise the Ministry of Education on the best way of implementing education policy (Kambuga & Dadi 2015:2).

#### **6.3.1.1.12 Policy framework for school inspection in Mexico**

The National Academic Achievement in Schools (ENLACE) is the policy used in Mexico to monitor standards on student achievement against national standards (cf. 3.7.1). ENLACE is an accountability tool used to measure the standards in the education system through comparing achievement of learners in test scores (cf. 3.7.2).

### **6.3.1.2 Objective Two: to examine the roles and responsibilities of different role players in implementing WSE**

In relation to this objective, the following conclusions were drawn:

#### **6.3.1.2.1 The role of the Ministry of Education**

The literature review illuminated various roles played by the DoE in implementing WSE in South Africa and in international countries. Findings from the literature reviewed suggest that the DoE ensures that the evaluation system is administered effectively by providing professional guidance and support to provinces on how the evaluation should be conducted (cf. 2.7.2). It decides on the national sample of schools to be evaluated, oversees the training,

accreditation and registration of supervisors (RSA, 2001:17). The DoE collects data gathered through school evaluation from provinces in order to enable the minister to construct an annual report for Parliament and to guide the formulation and review of education policy (RSA, 2001:17). It is also responsible for authorising the Quality Assurance Directorate to maintain an accessible national database for WSE (RSA, 2001:18).

It was established from the literature reviewed in Chapter Three that the Ministry of Education in England is responsible for ensuring that parents are provided with inspection reports on how the schools are performing so as to be able to choose school for their children (cf.3.2.3.1). The Ministry of Education mandates OFSTED to provide information to the Secretary of the state and Parliament about the work of schools and the extent to which an acceptable standard of education is being provided. It assists in promoting improvement in schools (cf. 3.2.3.1). The findings from the literature reviewed suggest that the Ministry of Education in Australia perform the role of appointing and training inspectors with track record of running successful schools or with academic background (Australian Government 2010:20). In the USA, the Ministry of Education provides inspectors towards improving schools (cf. 3.4.2). In contrast, the Ministry of Education in Botswana ensures that school inspectors have annual plans for inspection and are reporting to the REO. It also ensures that inspectors have guidelines for visits and are supporting and guiding schools towards improvement (cf. 3.5.2). It was established from the literature reviewed that the Ministry of Education in Tanzania ensures that schools are inspected from primary, secondary and vocational training (cf. 3.6.2). The Ministry of Education in Mexico is responsible for the development and co-ordination of educational evaluation in the education system. It is also responsible for collection, dissemination of information necessary for planning and evaluation of the education system (cf. 3.7.3.1).

#### **6.3.1.2.2 The role of the province**

The literature suggests that the province is responsible for ensuring that sufficient funds are available to enable district support teams to carry out on-going monitoring, support and development activities at school (cf. 2.7.3). The province provides budget to help schools to respond to the recommendations made in WSE reports (cf. 2.7.3).

#### **6.3.1.2.3 The role of the district**

From the literature reviewed, it can be highlighted that the district support team is responsible for monitoring and supporting schools on an on-going basis for the purposes of quality improvement (RSA, 2001:20). They are also responsible for ensuring the availability of adequate transport and substance budget for the district support teams (RSA, 2001:20).

#### **6.3.1.2.4 The role of the schools**

Literature suggests that the principal is responsible for the undertaking of the SSE activities in line with the requirements of WSE policy and for the implementation of school improvement plans (SIP) (RSA, 2001:20). The principal is responsible to produce an improvement plan in response to recommendations made in the evaluation report within four weeks of the receipt of the written report (RSA, 2001:20).

#### **6.3.1.3 Objective Three: to explore stakeholders' perceptions on their roles in implementing WSE**

This objective will be addressed in empirical findings.

#### **6.3.1.4 Objective Four: to examine challenges encountered in the implementation of WSE**

There are systemic barriers to WSE. Literature reviewed suggests that both developing and developed countries have challenges in implementing WSE. This section presents challenges encountered in the implementation of WSE in South Africa and globally.

#### **6.3.1.4.1 Challenges encountered in the implementation of WSE in South Africa**

It can be established from the literature reviewed that there is a concern on the WSE model used in South Africa (cf.2.5). The scholars are questioning whether the nine focus areas in the model can contribute to effective schools (Silbert, 2009:103; Lucen, 2006:140). According to Silbert (2009: 103), the nine areas in the model presented a list of organisational input and process factors which are not explicitly related to the school's core function of teaching and learning.

Mbalati (2010:33) indicates that the policy is not implemented in schools. The SMTs lack knowledge of the policy (Biyela, 2009:58). Other challenges concern lack of support on school improvement plans, lack of training and resistance of the unions (Risimati, 2007:219). This suggests that there are systemic barriers in the implementation of the policy in South Africa.

#### **6.3.1.4.2 Challenges encountered in school inspection in other selected countries**

It was discovered from the literature reviewed in six selected countries that there are challenges encountered in school inspection.

In England, there is a challenge of balancing SSE against teaching (Handbook for inspection 2013:17). In Australia, challenges concern the degree of follow-up to school inspection. The degree of follow-up is variable and impact on school improvement (Santiago, *et al.* 2011:111). In the USA, there is concern of conflicting perceptions on external school inspection. The teachers disapprove the sanctions implied by NCLB Act (cf. 3.4.4.1). The challenges in Botswana concern recruitment and training of inspectors, insufficient visits and lack of follow-up (Makgothi, *et al.* 2001:66). Tanzania is faced with challenges of insufficient regular inspection in schools, poor student achievement and poor communication of the results to education stakeholders (cf. 3.6.4). Challenges in Mexico include lack of culture for school inspection, lack of comprehensive system of school inspection,

accountability of states for the provision of quality education and SSE practices remained incipient (cf. 3.7.4).

Having presented a summary of the important findings derived from the related literature review, the next section outlines the findings drawn from empirical data.

### **6.3.2 Conclusions from the empirical investigation**

The conclusions from empirical data are given in alignment with the research questions, aims and objectives of the study (cf. 1.4). They are presented in the following table:

**Table 6.3.2.1**

<b>Research questions</b>	<b>Findings</b>
<ul style="list-style-type: none"> <li>• What constitutes the policy framework for WSE in Eastern Cape secondary schools?</li> </ul>	<ul style="list-style-type: none"> <li>• Some of the stakeholders are not conversant about the WSE policy;</li> <li>• The policy is not implemented in secondary schools;</li> <li>• There is no consistency in the criteria used for selecting schools for evaluation; and</li> <li>• There is a concern of poor curriculum management and discipline in secondary schools.</li> </ul>
<ul style="list-style-type: none"> <li>• What are the roles and responsibilities of different role players in implementing WSE?</li> </ul>	<ul style="list-style-type: none"> <li>• The stakeholders are not doing their roles as mandated by WSE policy.</li> </ul>
<ul style="list-style-type: none"> <li>• What are the perceptions of different role players regarding the effectiveness of the implementation of WSE?</li> </ul>	<ul style="list-style-type: none"> <li>• WSE impacts positively on school improvement.</li> </ul>
<ul style="list-style-type: none"> <li>• What are the challenges encountered in the implementation of WSE?</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of human resources;</li> <li>• Lack of financial resources and budget for WSE;</li> <li>• Challenges in implementing Schools' Self-Evaluation;</li> <li>• Lack of follow-up on WSE reports;</li> <li>• Lack of support and monitoring of School Improvement Plans;</li> <li>• Lack of training;</li> <li>• Lack of accountability; and</li> <li>• Resistance of the unions</li> </ul>
<ul style="list-style-type: none"> <li>• What recommendations can be made that will serve as guidelines for improving WSE in Eastern Cape secondary schools?</li> </ul>	<ul style="list-style-type: none"> <li>• Training of stakeholders on WSE policy;</li> <li>• Redefine roles of the stakeholders;</li> <li>• Monitoring systems to ensure proper implementation of WSE; and</li> <li>• Recommendations that can help to overcome challenges in the implementation of WSE.</li> </ul>

### **6.3.2.1 What constitute the policy framework for WSE in Eastern Cape secondary schools?**

The empirical investigation revealed that WSE is not implemented effectively in secondary schools. Conclusions which were drawn from the participants' responses are outlined in detail in the next section:

#### **6.3.2.1 Stakeholders not conversant about WSE policy (cf. 5.3.2.1)**

It was concluded from the empirical investigation that the district officials are not conversant about the WSE policy. They confirmed that there are no policy documents for WSE at district level. Similar to SMTs, they were not conversant about the policy. One of the aims of WSE is to establish a national system for monitoring and evaluating the quality of education on a continuous and permanent basis (cf. 2.3). It was designed to enable the stakeholders to monitor and evaluate schools so that they can improve educational achievement of learners (RSA, 2001: 4). The above aim cannot be achieved if the stakeholders are not familiar with the policy and it can hinder effective monitoring and evaluation of schools. This suggests that there is lack of training on the implementation of the policy.

#### **6.3.2.2 The policy is not implemented in secondary schools (cf. 5.3.3.3)**

The collected data revealed that schools are not implementing SSE. The SMT members confirmed that they do not know anything about the SSE. SSE is defined as a systematic process through which a school continuously reviews the quality and effectiveness of its work so as to facilitate self-improvement for further development leading to the provision of quality education for its learners (cf. 2.4.1). It is highly improbable that schools can improve without conducting SSE.

#### **6.3.2.3 There is no consistency in the criteria used for selecting schools for evaluation (cf. 5.3.2.2)**

The empirical data suggests that the criteria for sampling schools for evaluation differ from

national, province and district levels. The WSE policy stipulates that it is the National Ministry which should decide on the sample of schools to be evaluated (RSA, 2001:17). Seemingly, the province and district are using different criteria from that of the National Ministry. This reflects that there might be no monitoring system in place to ensure that the sampled schools are evaluated and the policy is not implemented. This can likely result in many schools not evaluated.

#### **6.3.2.4 Concern of poor curriculum management and discipline in secondary schools (cf.5.3.2.3).**

The empirical findings indicate that there is lack of curriculum supervision and discipline in secondary schools. This indicates lack of support from the district team and lack of supervision from the principals. This can hinder quality of teaching and learning and learner achievement. The findings suggest that the policy is not implemented.

#### **6.3.2.2 What are the roles and responsibilities of different role players in implementing WSE?**

It can be concluded from the empirical data that the stakeholders are not clear of their roles in implementing WSE. The researcher will name the role players and indicate whether they are correct role players and are doing their duties in accordance with the policy. The conclusions were drawn from the participants' responses concerning:

##### **6.3.2.2.1 Stakeholders not doing their roles as mandated by WSE policy (cf. 5.3.1)**

Empirical data indicated that the following stakeholders are not doing their roles:

- **The province**

The supervisors confirmed that their role is to support schools in SSE during pre-visit (cf. 5.3.1.2). The researcher holds a view that this is the role of the district to support the schools in conducting SSE. The SSE policy stipulates that the supervisors during pre-visit are collecting the school's documentation and evaluation feedback (RSA, 2001:11). The

supervisors are not responsible for conducting SSE but they analyse the SSE during external evaluation. They are performing two roles, namely; internal and external evaluation. The district officials and SMTs confirmed that they were not conversant about WSE policy (cf. 5.3.2.1). The role of the province is to ensure that all schools under their jurisdiction are fully aware of the implications of national policy and guidelines on WSE and their responsibilities in relation to it (cf. 2.7.3). However, the province is not doing that role of ensuring that schools are conversant about the policy and are responsible for implementing the policy. The policy mandates the province to verify and SSE reports every three to five year cycle (De Clercq, 2009:97). The province might use the reports to compare the performance of the schooling system. However, they do not analyse the reports; there is lack of follow-up (cf. 5.3.3.4). This suggests that the province is not doing its role.

- **The district**

The district officials indicated that training schools in WSE policy is not part of their role (cf. 5.3.1.2). The DoE (2001:13) contends that the district support services are responsible for guiding schools in the implementation of the recommendations of WSE reports. WSE reports include the SSE reports. The researcher believes that the schools can be guided through training. Therefore, training schools in SSE is the role of the district support team. The policy stipulates that district offices should develop District Improvement Plan (DIP) on the basis of SIP submitted by schools (DoE, 2001:13). The district does not perform this role; it is not accounting for SIP because there is no follow-up after schools evaluations (cf. 5.3.3.4).

- **The schools**

The SMT members indicated that their role is focusing on teaching and learning and not on co-ordinating WSE programmes and training staff on the implementation of WSE (cf. 5.3.1.1; 5.3.1.2). The policy asserts that the principal is responsible for the undertaking of SSE activities in line with WSE policy. However, the principals are not doing this role because

the participants confirmed that SSE is not conducted in schools (cf. 5.3.3.3). It is the role of the principal to train the staff in conducting SSE. The principal should encourage and motivate all stakeholders to ensure that they understand the process and co-operate with external supervisors (Naicker & Waddy, 2002:19).

The policy says that schools should submit their SIP documents with relevant school information to the provincial office in charge of WSE, the province then use it when its WSE team visits schools on a three to five year cycle (DoE, 2001:14). However, there is lack of monitoring of SIP. Schools are not submitting SIP to the province and district; the district officials agreed that they do not monitor SIP (cf. 5.3.3.5). It is inconceivable that a school can improve without being supported in their improvement plans.

Findings are supported literature in that there is lack of clarity regarding WSE process, stakeholders lack understanding of the aims of the policy and their roles in implementing the policy (Setlalentoa, 2011:86).

The next section discusses the perceptions of role players on their effectiveness in implementing the policy.

### **6.3.2.3 What are the perceptions of different role players regarding the effectiveness of the implementation of the WSE?**

The stakeholders indicated that WSE can be effective in schools improvement and learner achievement if it can be implemented in schools. The findings suggest that the following:

#### **6.3.2.3.1 WSE impacts positively on school improvement (5.3.2.4)**

The empirical data discovered that WSE impacts on learner achievement and school improvement because it monitors curriculum and assessment in schools and nine focus areas of WSE are aiming at improving schools. Contrary to other stakeholders, they view the implementation as not effective because there are no systems in place to monitor the implementation of WSE in the education system (cf. 5.3.2.4). The implementation of WSE

can only be active if the stakeholders know their roles and are doing their roles effectively. The NEEDU was established to monitor the effectiveness of the implementation of WSE (cf. 2.7.2). Its role is to monitor the different levels of school support (national, province and district) and the extent to which there is considered action on proposed interventions. The above stakeholder is not performing its role because there are challenges to the implementation that make WSE not effective in schools. These challenges are discussed below:

#### **6.3.2.4 What are the challenges encountered in the implementation of WSE?**

The empirical data suggests that there are systemic barriers in the implementation of WSE. The following conclusions are drawn:

##### **6.3.2.4.1 Lack of human resources (cf. 5.3.3.1)**

It emerged from the collected data that there is lack of human resources to implement WSE at all levels. This challenge is linked to shortage of funds in the ECP. Lack of human resources contributes to lack of monitoring, lack of follow-up and irregular visits to schools. The schools need an on-going support in order to improve (cf. 2.7.5).

##### **6.3.2.4.2 Lack of financial resources and budget for WSE (cf. 5.3.3.2)**

The findings from the empirical data revealed that there is no budget for WSE at district and school levels. There is also shortage of funds at the province due to budget cut, thus hindering proper implementation of WSE. Shortage of funds contributes to lack of training and evaluating all schools in the sample.

##### **6.3.2.4.3 Challenges in the implementation of Schools' Self-Evaluation (cf. 5.3.3.3)**

The findings from empirical data revealed that schools have challenges in implementing SSE. It indicates that the schools were not trained in conducting SSE. This suggests that there is a need for training school stakeholders in SSE.

#### **6.3.2.4.4 Lack of follow-up on WSE reports (cf. 5.3.3.4)**

It was concluded from the empirical data that there is lack of follow-up on WSE reports. This can hinder school improvement. Schools might not analyse the reports because they might be aware that there is lack of follow-up from the province and district. This challenge is also linked to shortage of funds in the province.

#### **6.3.2.4.5 Lack of support and monitoring of School Improvement Plans (SIP) (cf. 5.3.3.5)**

The empirical investigation revealed that there is lack of support and monitoring of SIP. Schools might not implement suggestions from the external evaluators because they are not supported and monitored. This can hinder school improvement. The province is not monitoring the district team in ensuring that schools are implementing SIP. The district team do not support schools in SIP. This challenge is caused by the fact that there is no WSE section at Libode District or Quality Assurance section to monitor and evaluate the implementation of WSE. The researcher discovered that SIP is not done in some schools and in other schools it might be there just for compliance and are not submitted and implemented in any case.

#### **6.3.2.4.6 Lack of training (cf. 5.3.3.6)**

It can be concluded from data collected that there is lack of training at all levels in the education system on WSE. The Ministry of Education should consider this as a need to allocate funds for WSE training for all stakeholders. It is unintelligible to imagine how the stakeholders can perform their roles without being conversant about the policy.

#### **6.3.2.4.7 Lack of accountability (cf.5.3.3.3.7)**

The empirical findings revealed that there is lack of accountability in implementing WSE in the system. All the role players are not accounting for their mandated roles and this can hinder effective implementation of WSE at all levels in the education system. All the

stakeholders should remain accountable for WSE implementation. There should be strict policy that enforces all the stakeholders to do their duties. This lack of accountability might be linked to lack of monitoring in the system.

#### **6.3.2.4.8 Resistance of the unions (cf. 5.3.3.3.8)**

The study revealed that unions can be the barrier in the implementation of WSE. This suggests that unions should co-operate with external evaluators and be the part of supervisory team. The next section presents recommendations that will serve as guidelines for proper implementation of WSE at the province, district and schools.

#### **6.3.2.5 What recommendations can be made that will serve as guidelines for improving WSE in Eastern Cape secondary schools?**

The following recommendations that will lead to effective implementation of WSE are drawn from the empirical research results:

##### **6.3.2.5.1 Training of stakeholders on WSE policy**

Training is an essential part of preparation for the new system (RSA, 2001:15). In order to improve the effectiveness of the implementation of WSE, all stakeholders should be trained to ensure that they understand the national policy on WSE and guidelines and criteria for implementing WSE. This will help them to implement the policy consistently and to evaluate the schools in accordance with the policy guidelines. WSE is a quality assuring tool; it examines the extent to which schools meet the standards (cf.2.6). It is inconceivable that schools can meet the standards if there is no proper implementation of WSE policy. The DoE should design training programmes that will focus on the following:

- Familiarising of province, district and schools with WSE policy and related policies on WSE (cf. 2.2 &2.3). This might enable the stakeholders to know their roles and perform their duties effectively;
- Training schools on SSE (cf. 5.3.3.3). The SMTs, teachers and SGBs need training on

the nine focus areas of WSE so as to be able to conduct their internal evaluation; and

- Encouraging the district team to analyse SSE reports and on the criteria of selecting schools for evaluation.

#### **6.3.2.5.2 Redefining roles of the stakeholders**

The stakeholders should know their roles in WSE. It can be recommended that:

- the province should not conduct or train schools in SSE but instead can analyse the SSE reports and verify them with their findings.
- the district team should train and support schools in SSE.
- the principal should train the staff on internal evaluation (SSE).

#### **6.3.2.5.3 Monitoring systems to ensure proper implementation of WSE**

There is an urgent need of monitoring the implementation of WSE. It was discovered from the empirical data that WSE is not effective because it is not implemented in schools. It was also found that it can lead to school improvement if implemented effectively. It can be recommended that there should be systems for monitoring the roles of the stakeholders so as to ensure accountability in their roles. The following recommendations are made:

- The NEEDU should monitor the implementation of WSE at all levels and report annually to the Minister of Education on the status of teaching and learning in schools (cf. 2.7.2);
- The province should select schools randomly to check the implementation of the policy and report to the national;
- The district team should provide reports to the province on quarterly basis on their findings on evaluated schools; and
- The schools should quarterly submit their SSE reports to the district office .

#### **6.3.2.5.4 Recommendations that can help to overcome challenges in the implementation of WSE**

The following recommendations are made to overcome the systemic barriers to the implementation of WSE:

- The DoE should employ more supervisors in the Eastern Cape Province. This will reduce the challenge of lack of follow-up and monitoring of WSE reports;
- The National DoE should allocate more funds to the province so that they can be able to evaluate all the sampled schools. There should be a budget for WSE programmes at the district and in schools; it should reflect on the school's paper budget;
- The schools should have "My School" website to publish their reports. This can help the schools to compare themselves with other schools and can help them to improve their standards and to enable parents to choose schools for their children; and
- There should be a multi-functional team at the district that will work with the province to monitor the implementation of SIP.

### **6.4 RECOMMENDATIONS**

The fifth objective of the study is to recommend guidelines for improving WSE in Eastern Cape secondary schools (cf. 1.4). The recommendations made in this study are a triangulation of related literature, the empirical research findings and conclusions. They are organised as follows: recommendations for the Eastern Cape Education Department, recommendations for the Libode District and recommendations for the schools.

#### **6.4.1 Recommendations for the Eastern Cape Education Department**

This study presented challenges in the implementation of WSE (cf.5.3.3.1, 5.3.3.2, 5.3.3.3, 5.3.3.4, 5.3.3.5, 5.3.3.6, 5.3.3.7, &5.3.3.8). It is therefore necessary for the Eastern Cape Education Department to provide support so as to overcome the above challenges and to enhance implementation of WSE. This study makes the following recommendation:

#### **6.4.1.1 Capacity building of district officials on WSE policy**

The province should provide capacity building in the district on the policy implementation so that the district can perform their roles and work hand in glove with the province.

In order to address the challenge of poor training regarding policies (cf.5.3.3.6) and stakeholders not familiar with their roles (cf. 5.3.1.2), the following recommendations are made:

#### **6.4.1.2 Provides developmental plan to train schools in SSE**

The findings from the empirical data revealed that schools were not trained in SSE (cf. 5.3.3.3). The literature supports that it is the responsibility of the province to ensure that all schools under their jurisdiction are fully aware of the National Policy and Guidelines on WSE (cf. 2.7.3). It can be recommended that the province should train schools in conducting SSE so that they can be accountable in implementing the SSE.

#### **6.4.1.3 Provides budget for WSE for districts and schools**

The literature reviewed showed that the province has a role of provide sufficient funds to the district (cf. 2.7.3) and they provide budget to help schools respond to the recommendations made in evaluation reports, putting in place contingency plan for dealing with schools in unacceptable conditions (RSA, 2001:10). In order for schools to respond on their SIP and for the district to support the schools, there should be budget allocated to the district to support the schools. The budget will cater for all WSE programmes including training. The findings from empirical data revealed that there is no budget in place for the implementation of WSE at the district (cf.5.3.3.2). The province should allocate budget for the district specifically for WSE.

#### **6.4.1.4 Employ human resources**

It was discovered from the data collected that there is lack of human resources at the province and also in schools (cf.5.3.3.1). It was also recommended by the provincial officials that

human resources are needed to support the schools in SSE (cf.5.3.3.2). There are currently only three supervisors at the province responsible to evaluate all the schools in the ECP. This study strongly recommends employment of more supervisors at the province.

#### **6.4.1.5 Provision of WSE unit at districts**

The empirical data revealed that there should be a multi-disciplinary task district based team and WSE Unit at district to monitor and make follow-up on the implementation of WSE (cf. 5.3.3.5). The findings from Setlalentoa (2011:85) revealed that there is lack of co-ordination between the WSE Unit, District office, Examination and Curriculum development section. These sections can work together and form a multi-disciplinary team to support the schools towards their improvement. It is assumed that this section is going to work under the supervision of the province to ensure that schools are conducting SSE and are implementing SIP. This unit should make regular reports to the province. This can overcome the challenge of lack of follow-up, monitoring and support to schools and thus helping schools to improve. The study recommends that the province should provide a separate section for WSE at Libode District to implement all the WSE programmes.

#### **6.4.1.6 Provision of Sub-Directorate for WSE policy implementation in the Quality Promotions and Standards Directorate**

The findings suggest that WSE policy is not effective in ECP secondary schools. There is no consistency in policy implementation (cf. 5.3.2.4). The DQPS mentioned three sub-directorates under Quality Promotions and Standards, namely; WSE Unit, Monitoring and Evaluation Unit and Systemic Evaluation Unit. The researcher suggests another sub-directorate (Policy Implementation Unit) in the province to deal specifically with WSE policy implementation. The office will report to the DQPS on how the policy is implemented in ECP secondary schools. It will be responsible for advocacy, needs analysis and provision of resources like policy documents, circulars to district and schools. The sub-directorate may

work with other units; update the policies as informed by current research.

#### **6.4.2 Recommendations for the Libode District**

Based on the findings from the data collected and from the review of the related literature, it can be recommended that the district support team should be accountable for the implementation of WSE.

##### **6.4.2.1 Accountability in conducting SSE**

Empirical findings revealed that there is lack of monitoring of the implementation of SSE (cf.5.3.3.3) and thus schools are not implementing the SSE. The policy mandates schools to implement SSE (cf. 2.7.6). It can be recommended that the district should be accountable for SSE. The district should provide the province with the reports on SSE annually and should develop DIP on how there are going to intervene and support the schools.

##### **6.4.2.3 Follow-up on School Improvement Plans and WSE reports and SIP**

The findings from the empirical data reflected that there is lack of follow-up on WSE reports and SIP (cf. 5.3.3.4; 5.3.3.5). The SIP can help schools to identify their challenges so that they can be supported by all levels of the Education Departments. According to the WSE policy, the principal should send SIP to the district office for approval and should also work with professional support services assigned to the schools to implement the plan within the stipulated time frames (RSA, 2001:20). However, there are no professional support services responsible for making follow-up and support on SIP at the district (5.3.3.4). The schools may not submit the SIP if there is no follow-up. It can be recommended that the district team should ensure that after schools are evaluated; they analyse the WSE reports and submit the SIP to the district. The district team should monitor the implementation of SIP.

### **6.4.2.3 Provides training for SMTs in the curriculum management and instructional leadership**

It is evident from the interview data that SMTs lack capacity in the monitoring and supervision of curriculum. Principals are also not empowered in instructional leadership. The findings from external evaluators and from SMTs revealed that curriculum management and discipline are still a concern in the ECP schools (cf. 5.3.2.3). Literature indicates that schools should implement policies and procedure to ensure that there is a climate conducive for effective teaching and learning (Mazibuko, 2007:34). The district support team (EDOs) should guide the schools in policy making and implementation to ensure that the discipline is maintained in schools and to enhance teaching and learning. It can be recommended that the district should provide workshops for the SMTs in curriculum management and instructional leadership.

### **6.4.3 Recommendations for the schools**

The following recommendations for the schools are made:

#### **6.4.3.1 Implement SSE and report to the district**

The policy mandates the principals to conduct the SSE (2.7.6). The findings from empirical data reveal that not all the schools are implementing SSE (cf.5.3.3.3). It can be recommended that the SSE should be enforced as a circular so that all schools can implement. It can be recommended that the principals should implement SSE and submit their SSE reports to the district. That will ensure accountability of schools in policy implementation.

#### **6.4.3.2 Analyse WSE reports and submit School Improvement Plans**

The findings from the empirical data revealed that schools are not analysing WSE reports; in some schools, they are kept at principals' office for filing (cf.5.3.3.5). It is clear that the reports are not analysed and disseminated to all the stakeholders like teachers, RCLs and SGBs. Literature indicates that the principals should in collaboration with the support service

and the SGBs, produce an improvement plan in response to recommendations made in the evaluation report within four weeks of the receipt of the written report (RSA, 2001:20). As a result, principals cannot produce SIP if they are failing to analyse WSE reports. It can be further recommended that the schools should analyse and disseminate the reports to all the stakeholders. It can also be recommended that schools should publish their WSE reports on “My School” website so as to compare their standards with other schools. The publication of school evaluation reports will make the findings and recommendations of evaluations available to all members of school community and to the wider public. It will provide information about how schools are contributing to quality education provision. Schools will remain accountable in improving their standards. The principal should submit the school improvement within the stipulated time frames.

The next section presents the limitations of this study.

## **6.5 LIMITATIONS OF THE STUDY**

The researcher identified the following possible limitations that pertain to this study:

- The use of purposive sampling. The study selected purposively information-rich participants. Other participants who would contribute to this study like teachers, curriculum advisors were not included;
- The unavailability of the initially proposed participants. Their participation could have had a significant contribution to this study; and
- The unavailability of other documents for analysis. In some schools, the required documents were not available. This limitation affected the findings as the majority of the findings from interview data could not be corroborated with documentary evidence.

## **6.6 RECOMMENDATIONS FOR FURTHER RESEARCH**

Although the current study has achieved its goals and objectives (cf.1.4); further research is required to investigate the following:

- The role of the province in monitoring WSE;
- The impact of SSE on school improvement;
- The role of the district support team in monitoring SIP;
- The role of the principal in conducting SSE;
- The criteria on selecting schools for WSE; and
- The role of the external evaluators in supporting SSE.

## **6.7 CONCLUSION**

The findings from the study show that there are challenges in the implementation of WSE at all levels from national to school levels. WSE is not implemented in schools. Therefore, principals need training in SSE (cf. 5.3.3.6.). There is a need of human resources and budget for WSE in the province, district and schools (cf.5.3.3.2). There is also an urgent need of WSE advocacy in the district and schools. Monitoring and accountability is a concern at all levels of the education system. There is a need to address all the challenges encountered in the implementation of WSE so as to promote quality education and school improvement.

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**APPENDIX A**



Province of the  
**EASTERN CAPE**  
DEPARTMENT OF EDUCATION

K.D. Matanzima Building \* Owen Street \* MTHATHA \* P.O. Box 218 \* LIBODE \* 6160 \*  
REPUBLIC OF SOUTH AFRICA \* Tel: +27 (0)47 5027 459 Fax: 0365393759; Cell 0820616286  
\* Website: ecprov.gov.za \* Office No. 245. Date: 02-10-2014  
Enquiries: **B.B PEYANA** DISTRICT DIRECTOR

**TO : MISS MADIKIDA P.P.P**  
**FROM : DISTRICT DIRECTOR**  
**SUBJECT: RE: PERMISSION TO CONDUCT STUDY**

In response to your letter dated 03/09/2014, I hereby grant you permission to conduct the study in the schools you listed in your letter of request. This office hopes that the findings of your study will be of benefit to the District at large.

I wish you a good luck in your envisaged study.

Yours in Education

DEPARTMENT OF EDUCATION  
LIBODE MEGA DISTRICT  
CES - MAN & GOV.  
(DISTRICT DIRECTOR)  
SIGNATURE : .....  
EASTERN CAPE PROVINCE



## APPENDIX B



Province of the  
**EASTERN CAPE**  
EDUCATION

STRATEGIC PLANNING POLICY RESEARCH AND SECRETARIAT SERVICES  
Steve Vukile Tshwete Complex • Zone 6 • Zwelitsha • Eastern Cape  
Private Bag X0032 • Bhisho • 5605 • REPUBLIC OF SOUTH AFRICA  
Tel: +27 (0)40 608 4773/4035/4537 • Fax: +27 (0)40 608 4574 • Website: [www.ecdoe.gov.za](http://www.ecdoe.gov.za)

Enquiries: B Pamla

Email: [babalwa.pamla@edu.ecprov.gov.za](mailto:babalwa.pamla@edu.ecprov.gov.za)

Date: 30 September 2014

Ms. Pakama Patience Patricia Madikida

P.O. Box 307

**Mthatha**

5099

Dear Ms. Madikida

**PERMISSION TO UNDERTAKE A DOCTORAL STUDY: CHALLENGES IN THE  
IMPLEMENTATION OF WHOLE SCHOOL EVALUATION AT SECONDARY SCHOOLS IN  
LIBODE DISTRICT, EASTERN CAPE**

1. Thank you for your application to conduct research.
2. Your application to conduct the above mentioned research in 3 Secondary Schools under the jurisdiction of Libode District of the Eastern Cape Department of Education (ECDoE) is hereby approved on condition that:
  - a. there will be no financial implications for the Department;
  - b. institutions and respondents must not be identifiable in any way from the results of the investigation;
  - c. you present a copy of the written approval letter of the Eastern Cape Department of Education (ECDoE) to the Cluster and District Directors before any research is undertaken at any institutions within that particular district;
  - d. you will make all the arrangements concerning your research;
  - e. the research may not be conducted during official contact time, as educators' programmes should not be interrupted;



## **APPENDIX C**

### **INTERVIEW GUIDE: PROVINCIAL AND DISTRICT OFFICIALS**

1. What is your role in WSE?
2. Do you think you are doing your job as mandated?
3. What are the challenges with regard to the implementation of the WSE?
4. What kind of support services do you give to the districts and schools?
5. What can you regard as the important in WSE?
6. Are the school implementing WSE? If not, what are the challenges?
7. What can you regard as common findings in the implementation of WSE at secondary school in ECP?
8. Did you manage to train the districts/ schools in the implementation of WSE?
9. Do you have a budget in place for this?
10. Do you have a database that records all the evaluated schools?
11. Is there any follow-up with regards to monitoring the implementation of recommendations suggested during school visits?
12. What criteria do you use to select the schools for evaluation?
13. Is there any impact of WSE on learner achievement and school improvement?

## **APPENDIX D**

### **INTERVIEW GUIDE: SMT MEMBERS**

1. What do you understand by the term Whole School Evaluation?
2. In your opinion, what can you regard as the importance of WSE?
3. Were you trained to conduct WSE at your school? If yes, how?
4. Do you think WSE has impact on teaching and learning and learner achievement? Highlight the impact.
5. Do you conduct SSE? If yes, how often does the school conduct it?
6. How often does the school review the school policy?
7. What are your roles as SMT in implementing WSE?
8. What challenges do you experience at school regarding implementation of WSE?
9. What can you recommend as solutions to the challenges encountered?
10. Do you get any support from the district office? If yes, what kind of support?
11. When was last time your school evaluated?
12. Did you manage to analyse WSE reports?
13. What was the impact of WSE reports on school improvement?
14. What are the roles of SGBs in supporting the school?
15. What was the percentage pass rate in grade 12 results in 2013?
16. What are the problems at school that hinder learner achievement?
17. Did you receive WSE reports from the external evaluators (District and Province)?
18. Did you implement SIP?

## **APPENDIX E**

### **PERMISSION LETTER TO SCHOOLS**

P.O Box 307  
Mthatha  
5099  
09 September 2014

The Principal  
Name of school.....

Dear Sir/Madam

Re: PERMISSION TO PARTICIPATE IN THE RESEARCH STUDY

I hereby invite you to participate in the research study that seeks to investigate the challenges in the implementation of Whole School Evaluation at secondary schools in the Libode District. I am currently registered at University of South Africa (UNISA) for a Doctor of Education degree (Education Management). Your school has been selected for open-ended interviews with the three SMT members (principal, deputy principal and HoD) and for document analysis. The decision to choose the sample was informed by the assumed knowledge and school-based experience the participants have in WSE and the researcher's knowledge about the population of the study. Audio tape will be used to transcribe the interviews. The duration of interviews will be two hours.

The information is going to be used for research purposes only. The researcher will not mention the names of the school and the participants. This is done to ensure anonymity in the study; pseudonyms will be used. To ensure confidentiality in the study, every member of the SMT will be asked to sign a statement of confidentiality. The agreement will be among all group members and the researcher. This study will be conducted in line with guidelines set by UNISA Research Ethics. I undertake to abide by UNISA's research ethics when collecting data. The participation is strictly voluntary. Participants may withdraw at any time without penalty.

I promise to give feedback to the schools on the findings of the research study, should I be requested to do so.

Yours Faithfully  
Pakama Patience Patricia Madikida (Ms)  
Cell no: 0727542131  
Email address:madikida@webmail.co.za  
Research supervisor: Prof P Mafora  
Telephone no: 012 429 6962

## **APPENDIX F: LETTER TO THE DISTRICT**

P.O Box 307  
Mthatha  
5099  
09 September 2014

The District Director  
Department of Education  
Libode District  
P. O. Box 218  
Libode  
5160

Sir/ Madam

Re: PERMISSION TO CONDUCT RESEARCH STUDY

I kindly invite the district officials to participate in the research study. I am currently registered at University of South Africa (UNISA) for the Doctor of Education degree (Education Management). The research study is entitled: "Challenges in the implementation of Whole School Evaluation at secondary schools in the Libode District, Eastern Cape Province".

You are kindly invited to participate in semi-structured interviews for the duration of one hour. Audio tape will be used during interviews. The participants of the study are three SMT members from three selected secondary schools in the district, four EDOs, and one CES. The decision to choose this sample was informed by the assumed knowledge and school-based experience the participants have in WSE and the researcher's knowledge about the population of the study. Data will be collected from schools after working hours to avoid consuming precious tuition time.

The information will be used for research purposes only and will be kept strictly confidential. Pseudonyms will be used to protect the identity of the schools and participants included in the study. The participation is voluntary and the participants may withdraw from the study at any time they deem it necessary. The study will be conducted in line with guidelines set by the UNISA Research Ethics. I undertake to abide by UNISA's research ethics when collecting data.

I promise to give feedback to the district officials on the findings of the research study, should I be requested to do so.

For more information regarding this study, kindly contact my research supervisor. His contact details are:

Professor P. Mafora  
University of South Africa  
Department of Education Studies  
Tel: 012 429 6962  
Email: [pmafora@unisa.ac.za](mailto:pmafora@unisa.ac.za)

I thank you in advance for your co-operation!

Yours faithfully  
Pakama Patience Patricia Madikida  
Cell: 0727542131  
Email: [madikida@webmail.co.za](mailto:madikida@webmail.co.za) Student no 35810882

**APPENDIX G**  
**PERMISSION LETTER TO THE ECP**

P.O.Box 307  
Mthatha  
5099  
09 September 2014

The Chief Director  
Department of Education  
P/Bag X0032  
Eastern Cape  
Bisho  
5605

Sir/ Madam

Re: PERMISSION TO COLLECT DATA

I hereby request permission to collect data at the provincial office, particularly the Quality Assurance and Whole School Evaluation sections.

I am currently registered at the University of South Africa (UNISA) for the Doctor of Education degree (Education Management). In order to fulfil the requirements for this degree, I am required to conduct interviews. I will conduct semi-structured interviews with the provincial officials for the duration of one hour. Audio tape will be used to record the interviews.

My research topic for this thesis is entitled: "Challenges in the implementation of Whole School Evaluation at secondary schools in the Libode District, Eastern Cape Province". This research study requires that I have interview with the Director (Quality Assurance), CES (Whole School Evaluation) and two supervisory team staff (Whole School Evaluation Unit) at the province. The decision to choose this sample was informed by the assumed knowledge and school-based experience the participants have in WSE and the researcher's knowledge about the population of this study.

I promise to give feedback to the provincial office on the findings of the research study, should I be required to do so. I undertake to abide by UNISA's Research Ethics when collecting data. Participation will be voluntary and all participants are guaranteed anonymity and confidentiality; and they will be free to withdraw from the study if they deem it necessary to do so.

For further information about the researcher kindly contact Prof. P. Mafora (research supervisor) at 012 429 6962, Email: [pmafora@unisa.ac.za](mailto:pmafora@unisa.ac.za).

I hope that my request will be considered.

Yours Faithfully  
Pakama Patience Patricia Madikida  
Student No 35810882  
Cell no 0727542131  
Email address: [madikida@webmail.co.za](mailto:madikida@webmail.co.za)

**APPENDIX H**

**DOCUMENT CHECKLIST**  
**AREA 1 BASIC FUNCTIONALITY OF THE SCHOOL**

The status of the documents	1-Not in place	2-In place but needs urgent attention	3-In place	

- The school has all vacancies filled in Post Provisioning.
- The school has school policy in place.
- The school has sound planning, monitoring in place to ensure curriculum coverage and quality of teaching and learning.
- Curriculum trackers are in place to track syllabus coverage.
- The school has assessment plan and learners are assessed regularly.
- The educators attend school every day (Time book; leave registers).
- The learners attend school regularly (Class registers).
- HoDs supervise work of educators (evidence of monitoring tools).
- Teachers are competent in the subjects they are teaching (Teachers' files).
- Lessons are prepared and planned.
- Teachers are trained in Curriculum and Assessment Policy Statement (CAPS);
- The school has motivational school vision and mission;
- An admission policy is in place;
- School finance policy is in place;
- Annual time table is in place;
- Discipline policy is in place;
- Established code of conduct for learners;
- Established code of conduct for teachers; and
- A sound accounting and auditing system for the management of the school finances is in place.

Comment:

**AREA 2: SCHOOL LEADERSHIP AND MANAGEMENT**

- The school has SGB minutes.
- The school has SMT minutes.
- The principal and SMT work together to lead and manage the school.
- Management seeks proactive and creative ways to improve school.
- Mentoring and support are provided to all educators and staff.
- The school analyses WSE reports.
- The school conducts SSE.
- The school implements recommendations made by WSE team.

Comment:

**AREA3: PROFESSIONAL DEVELOPMENT OF EDUCATORS**

- A School Development Team is in place.
- SDT minutes are in place.
- A personal Growth Plan for each educator is in place.
- Educators are mentored by HOD/DSG.
- IQMS files are in place.
- Educators are willing to participate in professional development.
- PGP informs SIP.

Comment:

**AREA4: LEARNER ACHIEVEMENT**

- Learners repeating grade in place.
- Results are analysed.
- Learners are motivated.

- Learners with learning barriers are supported.

Comment:

AREA5 SCHOOL INFRASTRUCTURE

AREA6 SAFETY SECURITY AND DISCIPLINE

## APPENDIX I

### Letter for consent

I am currently registered for the Doctor of Education degree (Education Management) at University of South Africa (UNISA). In order to fulfil the requirements for this degree, I am required to undertake a research project. The research project is entitled: Challenges in the implementation of Whole School Evaluation at secondary schools in the Libode District, Eastern Cape Province.

The research project requires that I conduct interviews in the selected schools, district and province. The interviews will take form of semi-structured and open-ended discussions and will be tape recorded so as to enable the researcher to transcribe interviews verbatim. The semi-structured interviews will take duration of one hour and open-ended interviews will take duration of two hours.

I kindly invite you to participate as an interviewee in the study. Although your participation is valued, you are free to withdraw at any stage should you deem it necessary without penalty. This study will be conducted in line with guidelines set by the Unisa Research Ethics. You shall not be exposed to any risk or invasion of privacy, and your identity and views shall be kept anonymous.

The number of participants that are invited to this study is 18: nine SMTs; four EDOs; One CES; one Director (Quality Assurance); one CES (Whole School Evaluation) and two supervisory unit team members. The decision to choose this sample was informed by the assumed knowledge and school-based experience you have in WSE and the researcher's knowledge about the population of this study.

A summary of the research results and copies of the final thesis will be made available to you after the investigation. For further information about the study kindly contact:

Research supervisor: Prof P. Mafora

Contact no: 012 429 6962

If you are willing to participate in these interviews please sign:

- School/district/province:.....
- Interviewee:.....
- Signature:.....
- Date:.....

Researcher's name: Ms P. P. P. Madikida

Researcher's signature: .....

Date: .....

Contact no: 072 754 2131