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An Evaluation of Performance Management: A case Study of the Integrated Quality Management System (IQMS) Implementation in Majuba TVET College in KwaZulu-Natal, South Africa

By

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Declaration

I hereby declare that I have read and understood the policy and development studies, anti-plagiarism policy and referencing guide which contains regulations in plagiarism as contained in the rules of this University, and that this research project conforms to those regulations.

PIETERMARITZBURG_____2016   _____

L.C MCHUNU

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Dedication

I would like to dedicate this thesis to my kids:

Nolwazi Nokuphiwa Mchunu

Lindelwa Olona Mchunu

Alondwe Thandolwethu Mchunu

Ndalo Mluleki Mchunu

Especially to my last born (Mesuli Mchunu) who was less than 6 months when I commenced my studies. From that time until submission of this thesis, he has never spent quality time with his father; yet he appreciated the little time we spent together.

ABBREVIATIONS:

CHE	: Council of Higher Education
CMT	: Campus Management Team
CPD	: Centre for People Development
DAS	: Developmental Appraisal System
DHET	: Department of Higher Education and Training
DoE	: Department of Basic Education
DSG	: Development Support Grouping
DSG	: Development Support Groups
DTC	: Dundee Technological Centre and Central Office
ELRC	: Education Labour Relation Council
FET	: Further Education and Training
HEQC	: Higher Education Quality Committee
HESA	: Higher Education South Africa
HRD	: Human Resource Development Strategy
HRDCSA	: Human Resource Development Council of South Africa
IQMS	: Integrated Quality Management System
IT &B	: Information Technology & Business Campus
M &E	: Monitoring and Evaluation
MTC	: Majuba Technology Centre
NEW TECH	: Newcastle Technology Centre
NSA	: National Skills Authority
NSDP	: National Skills Development Policy
NSDS	: National Skills Development Strategy

NTC	: Newcastle Training Centre
PA	: Performance Appraisal
PMS	: Performance Measurement System
QCTO	: Quality Council for Trades and Occupations
SAICA	: South African Institute of Chartered Accountants
SAQA	: South African Quality Assurance
SDF	: Skills Development Facilitator
SDT	: Staff Development Team
SETA	: Sector Education and Training Authority
SIP	: School Improvement Plan
SMART	: Specific, Measurable, Attainable, Realistic and Timely
SMT	: School Management Team
TQM	: Total Quality Management
TVET	: Technical, Vocational, Education and Training
WSE	: Whole School Evaluation

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Abstract

The Integrated Quality Management System (IQMS) aimed to develop educators by enhancing their capabilities to inspire a positive culture of teaching and learning in South African public schools. This study seeks to evaluate the performance management practices at Majuba TVET College in KwaZulu-Natal. The study focuses on the implementing of the Integrated Quality Management System (IQMS) and in addition, it examines the attitudes and perceptions of the staff regarding the implementation of the IQMS at the Majuba TVET College in the KwaZulu-Natal, South Africa. This study matches the IQMS requirements and principles against the college practices. In doing so, it aims to contribute to the performance management practices in public institutions particularly in the Technical, Vocational, Education and Training (TVET) sector.

Methodology: The study used mixed methodology; as both qualitative and quantitative approaches were employed. A desktop study of literature was done. In addition, document reviews were conducted. Questionnaires with both close and open-ended questions were distributed to collect data from all three business campuses of Majuba TVET College. In this study non-probability was used and purposive sampling was employed. The population of the study consisted of 28 lecturing staff from business campuses which included the Dundee Technology Centre, the Centre for People Development and IT & Business campus. It also included; 1 human resource personnel member of staff, 1 quality assurance personnel and 3 curriculum unit employees. The sample was the same as population of the study. The required permission and ethical clearance for the research was obtained from the relevant authorities. All respondents signed informed consent forms. Both qualitative and quantitative data was collected through using questionnaires. The raw data from these questionnaires was captured to SPSS and recorded, analysed and interpreted. The data was grouped and categorised. Frequencies and themes were sought and identified from the data.

The conceptual framework of this study covered public policy, public policy process, implementation, process evaluation the 5 C Protocol. This study has the potential to equip the senior management of Majuba TVET College with empirical evidence on a tested guideline for implementing policy on performance evaluation (IQMS) for the lecturing staff and perceptions of lecturing staff about how IQMS is implemented in Majuba TVET College.

The conclusions were that: Majuba TVET College lecturers had little knowledge of IQMS, Lecturers sounded willing to participate to the IQMS implementation but they required step by step guidance. Successful implementation of an IQMS was dependent on training and proper monitoring and coordination by the Campus Management Team (CMT) and the Central Office.

CHAPTER ONE: OVERVIEW OF THE STUDY

1.1 INTRODUCTION

The purpose of this chapter is to present and discuss an overview of the study. The key aspects covered include: the background of the study, problem definition, research questions and the objectives of the study, delimitations, research methodology and detailed literature overview of the study is also provided.

1.2 BACKGROUND OF THE STUDY

This study focuses on an evaluation of Performance Management in the Technical, Vocational, Education and Training (TVET), using a case study approach, in relation to the implementation of an Integrated Quality Management System (IQMS) at the TVET College in Majuba in the KwaZulu-Natal. Simon (2002) cited in Molefe (2010:1) notes that the government has given limited attention to the approaches that were used in the past on performance management in Higher Education in South Africa. He was of the view that governments contribution to enhance institutional performance was weak and the quality has been neglected. Therefore the academic staff in Higher Education should be monitored and their daily operations assessed to ensure an effective and positive culture of teaching and learning.

Political transformation in South Africa after 1994 saw the introduction of a new legislative framework for education; including new statutory bodies and a range of new national policies, such as:

- The White Paper on Human Resource Management in the Public Service (1997)

- The Higher Education Act 101 of 1997

- The Further Education and Training Act of 1998

- The National Plan for Higher Education (2001)

- The Skills Development Act (1998)

- The Skills Development Levies Act (1999)

- The FET College Act of 2006 (Act No 16 of 2006)

- The National Skills Development Strategy

- The Human Resource Development Strategy for South Africa (2010-2030)

- Education Labour Relation Council (ELRC) Resolution 8 of 2002- Integrated Quality Management System (IQMS)

According to Dippenaar, (2015: 5), before the use of the IQMS in the mid-1990s, there were three separate quality management programmes used in public schools. They were focused on the appraisal of both teacher performance and development, and whole school evaluation. These programmes include: Developmental Appraisal System (DAS), a Performance Measurement System (PMS); and a Whole School Evaluation (WSE).

The application of these programmes had minimal linkages between them and educators viewed them as to promote "a blaming culture" within public schools. During the collective bargaining process at the Education Labour Relations Council (ELRC), the resolution was to combine these programmes into one quality management system. The fundamental purpose of establishing an Integrated Quality Management System (IQMS) was to promote better integration between all components of the quality management process in public schools.

The (IQMS) is the outcome of an agreement that was reached in the Education Labour Council, in 2003 (Resolution 8 of 2003). The IQMS is formed by Schedule 1 of the Employment of Educators Act (76 of 1998), whereby the Minister is required to determine the performance standards of educators. Each individual educator's performance must be measured against the stipulated performance standards of the IQMS document. The formal announcement concerning this was made in 2004 by the Department of Education and Labour Relation Council confirming their agreement on integrating numerous active programmes in education into one policy called Integrated Quality Management System (IQMS) for school-based educators, Kok et al, (2010: 342).

According to Dippenaar (2015: 5), the purpose of the IQMS was to: "determine teacher competence, assess strengths and areas for development, and provide support and opportunities for development to ensure continued growth, promote accountability, and monitor an institution's overall effectiveness". A four-point rating scale was employed to determine the level of performance for each educator. The rating provided by the Development Support Grouping (DSG), clearly indicates areas in need of development as well as the strength of the individual educators that need to be enhanced.

The IQMS is a national policy aimed at among other goals, increasing productivity among educators. It consists of three sub programmes within it; namely, the Development Appraisal System (DAS), Performance Measurement System (PMS) and the Whole School Evaluation (WSE) (ELRC, 2003:1).

In South Africa there are 50 multisided campus TVET Colleges which are administered by The FET College Act of 2006 which replaced the FET Act of 1998. The National Policy Framework for Lecturer Qualifications and Development in FET Colleges in South Africa as amended in (June 2009) provides a framework in which systems, learning pathways, vocational pedagogy and curricula for FET College Lecturer training, can be developed.

In 2015, all the FET Colleges were moved from the council to the Department of Higher Education and Training and they are now called: Technical, Vocational, Education and Training (TVET) Colleges. The transition from Further Education and Training (FET) Colleges to TVET Colleges has provided a new system of Higher Education in South Africa since its focus is on the integration of formal education with practical training and aligning the combined product, to occupational requirements, in addressing the youth unemployment and shortage of skills. These institutions provide educational programmes that are directly linked to the labour market. It is their responsibility to ensure quality of teaching and learning within these institutions and to hire qualified and experienced lecturers who are dedicated in their work.

The student performance at TVET Colleges is directly linked to how the lecturers perform while in class, because learners at this stage are more independent, unlike when they were still in High School, staying with parents. According to Maluleke, Netshandama and Kutane (2012:77) "student performance evaluation is a considerable contributory factor in assessing teaching effectiveness". Therefore there is a need for performance management to ensure effective teaching and learning in these institutions.

According Bubby and Hoare (2001:3), performance management is a system for reviewing and agreeing to priorities within the context of the school development plan. They further state that the main objective of performance management is to improve the match between the offered and the received curriculum. It does so by encouraging schools to support the teachers' work as an individual and in teams, through the process of setting, agreeing and reviewing the school objectives.

Minnar and Bekker (2005:125) argue that performance must be measured in terms of the benefits produced for clients. In order to achieve this, goals and objectives must be (SMART) this means referring to being specific, measurable, attainable, realistic and time-bound.

This creates a situation where the assessor knows exactly what the organisation intends to achieve; how much it wants to achieve, and, of what quality and by when. Satisfactory performance implies this; and poor performance implies a negative deviation. This kind of management has to be carried out at every stage and phase of the strategic management process, linking strategies to key performance indicators. Hence, goals and objectives must be linked to outcomes, which then become the key performance indicators of what the organisation wishes to achieve. Outcomes are indicators of the measures of value created in, or added to the management environment. In the TVET sector, context indicators of positive outcomes are often directly attributed to the student pass rate.

According Dr Nzimande (2016), TVET Colleges aimed at addressing the shortage of skills and youth unemployment in South Africa. These institutions provide educational programmes that are directly linked to labour market. It is their responsibility to ensure quality of teaching and learning within these institutions and hire qualified and experienced lecturers who are dedicated in their work. The TVET Colleges are faced with a challenge of certification rate which is very low. The intake in these institutions is high while there are few students who complete the exit level. There are many factors that may lead to low certification rate in these institutions. The student performance in Technical Vocational Education and Training (TVET) Colleges is directly linked to how the lecturers performs while in class, because learners at this stage are more independent unlike while they were still in High schools staying with parents. The researcher decided to look at the policies that are in place in TVET Colleges that ensures or monitor lecturer's performance.

In order to answer the critical questions the researcher engaged in a depth study of the IQMS policy document: IQMS Collective Agreement 8 of 2003 and the IQMS Manual 2005. The IQMS is a quality management system. It advocates a holistic and integrated approach to managing schools and performance of the staff who work in them. In the IQMS policy, quality is related to teacher performance, school performance and accountability. Various studies have been conducted on the IQMS implementation in secondary schools, but not in TVET Colleges.

After FET Colleges were transferred to councils, the IQMS was neglected to Majuba TVET College. There were no guidelines for which instrument to use. Then the ELRC gave direction that IQMS should still be applied. The IQMS has been implemented during the administration council but it was not as strictly monitored, as it was supposed to be. In 2015 all public TVET Colleges were transferred to the DHET and the IQMS was still implemented. Therefore the researcher decided to look at the implementation of IQMS in the TVET sector using the case study of the Majuba TVET College.

This study focuses on the business campuses which are: IT & Business Campus, Centre for People Development and Dundee Technological Centre with the sample of lecturing staff. Central office staff was purposively selected which include one human resource personnel staff member and one quality assurance personnel staff member as well as three curriculum unit staff members. This study will match the IQMS requirements and principles as per Majuba TVET College practices and also examines the attitudes and perceptions of the staff towards the implementation of IQMS in the above mentioned College.

1.3 PROBLEM STATEMENT

Based on the Department of Higher Education and Training Statistics of 2014 and 2015, Majuba TVET College's pass rate was below 60% whereas the council standard was a 90% pass rate, and anecdotal evidence emanating from college shows that lecturing staff are uneasy about the IQMS and its implementation. Pandor (2006) told the reporters in the media briefing that "while children were failing at school, teacher's evaluation sheets reflected high performance scores, through an unmonitored peer review system".

This study seeks to evaluate the performance management practices at Majuba TVET College when implementing the IQMS and it examines the attitudes and perceptions of the staff towards its implementation, by looking inwards in order to understand the implementation process and identify issues that have threatened its implementation and effectiveness. This study will match the IQMS requirements and principles against that of college practices.

This study has the potential to equip the senior management of Majuba TVET College with empirically based evidence on tested guidelines for implementing policy on performance evaluation (IQMS) in relation to the lecturing staff and the perceptions of lecturing staff about how IQMS is implemented.

1.4 RESEARCH QUESTIONS

The broad objectives of this study are to critically examine to the answers to the following questions:

- How is the IQMS implemented at Majuba TVET College?

- To what extent is the college complying with the specific requirements of the IQMS?

- What are the barriers to successful implementation of the IQMS at the college?

- What are the perceptions and attitudes of the staff about the implementation of the IQMS at the college?

1.5 RESEARCH OBJECTIVES

This study seeks to achieve the following objectives;

- To determine tools and techniques used by the institution to implement IQMS.

- To establish the compliance of the Majuba TVET College with IQMS requirements.

- To identify the barriers that hinder implementation of the IQMS at the Majuba TVET College; and

- To identify the perceptions of staff about the implementation of the IQMS at the Majuba TVET College.

1.6 DELIMITATIONS

This study seeks to investigate the performance management practices at Majuba TVET College when implementing the IQMS and the attitudes and perceptions of the staff towards the implementation of IQMS at the college by looking inwards in order to understand the implementation process and identify issues that threatened implementation and effectiveness of the IQMS. This study matched the IQMS requirements and principles against college practices. Among all TVET Colleges in South Africa, the focus of this study was solely on the Majuba TVET College.

1.7 PRELIMINARY LITERATURE STUDY

1.7.1   Performance Management in Public Institutions

The Higher Education Act (Act 101 of 1997) (bp: 10) provides for the establishment of the Council of Higher Education (CHE) which, besides various other functions, advises the Minister of Education on any aspect of higher education and, will be responsible for quality assurance to which end the CHE must establish a permanent Higher Education Quality Committee (HEQC), Lemmer & Van Wyk (2010:135).

Lemmer & Van Wyk further explained that, "The CHE and the HEQC must comply with the policies and criteria formulated by South African Quality Assurance (SAQA) in terms of the relevant sections of the SAQA Act of 1995. Quality assurance in higher education is therefore primarily the responsibility of the CHE, the HEQC and the SAQA".

A Performance Management System (PMS) is a critical tool for increasing an employee's awareness of the value of their contribution to the policy or to the organisation's success and for creating dialogue with their managers, which can enhance the contribution that employees make, Kraut and Korman (1990) as cited in Ile, Eresia-Eke & Ile (2012:3). According to Lathan (1990) as cited in Ile, Eresia-Eke & Ile (2012:3), "performance management needs to assess the goal setting process with regard to an individual's ability". They further stated that performance is multidimensional and for one to manage it successfully there is a need to take into cognisance all the factors that may affect it.

According to Wilkinson et al (2004) cited in Molefe (2010:1), the White Paper on Human Resource Management in the Public Service pointed out performance management as a central part of an effective Human Resource Management and Development Strategy which may result in success in many organisations. The White Paper on Human Resource Management in the Public Service (1997) highlighted the importance of the Performance Management System (PMS). The White Paper suggests the following principles to be applied in the implementation of PMS: results orientation, training and development, managing poor performance, rewarding good performance, and openness, fairness and objectivity. This process evaluates individual educators for salary progression, grade progression and affirmation of appointments, rewards and incentives.

Minnaar and Bekker (2005:128) indicate that performance management is based on the theory of management by objective, which is a management process originating from the strategy management process. Performance management is predominantly used to implement the strategies identified during the strategic planning process. According to Minnaar and Bekker (2005:129), performance management may be regarded as a natural extension of the strategic management process and cannot be separated from it.

Starling (2002:396) states that, "performance measurement is a method that managers use in government to assess progress towards the achievement of predetermined, results-oriented goals". As a results performance measures should be related directly to the organisation's mission and used to determine areas where improvement can be made. Performance measures are to be used to measure performance productivity and success in meeting customer's needs. It goes without saying, therefore, that 'what gets measured gets managed'. Thus measuring lecturer's performance would put the Department of Higher Education and Training in a position to manage lecturers effectively.

Educator performance assessment, an ongoing activity of evaluating and managing educator performance outcomes against pre-set objectives, identifies educators' potential for career advancement, promote development and their weaknesses for their self-improvement and communicate feedback to the educators (Rabichund, 2011) as cited in (Maluleke, Netshandaba and Kutame, 2012:73). In an effort to improve the educator development system, the Integrated Quality Management System (IQMS) was introduced (Education Labour Relations Council, 2003).

According to Amstrong and Murlis (1988:157), performance management is about getting results through people. It consists of a range of activities, the primary aim of which is to help managers to get improved performance from staff, who will be rewarded accordingly. It is concerned with the development of potential so that people are capable of taking on greater responsibilities and thus, of earning even higher rewards. This is the case with IQMS in terms of which educators are evaluated mainly for salary progression and professional development.

Mondy (2008:224) in Molefe (2010:2) is of the view that performance management as a goal-oriented process. He further argued that the measurement process should diagnose goal achievements by comparing input and the outcomes. This process should provide some warnings in advance as input to the search of reasons for performance gaps. Petse (2016:14) argues that employees must know what they need to do to perform their job successfully. Management should develop elements and standards that are understandable, measurable, attainable, fair and challenging. This is vital to the effectiveness of the performance. He further stated that employees need to do their work beautifully, and go beyond the call of duty to meet the target. Petse also says that rewarding good work can take any form, such as verbal praise or giving a gift cards or ticket of event, and featuring all outstanding employees at staff meeting. It goes without saying that staff appraisal system motivates employees and improves their performance.

According to Mapesal & Strydom (2004) various studies indicate that managing performance of academic staff is still a challenge in many higher education institutions. Therefore, the essential value that this study seeks to contribute is to make the judgement after evaluation. It attempts to answer whether the IQMS is a relevant and effective instrument in regard to managing the performance of lecturing staff, in TVET sector.

Performance management systems do not have much to say about what is to be done about poor performance. The cause of poor performance is often located within the organisation itself. Systems of accountability ignore contexts and treat all teachers as equal. Their solution to poor performance is often punitive, for example withholding of rewards. In the case of poor performance, the development approach finds favour. It tackles situational or motivational favours affecting performance and uses a coaching approach. According to Bradbury (2001:54), one of the ways to improve performance is through target-setting.

1.7.2 Integrated Quality Management System (IQMS)

The IQMS was introduced in order to enhance the delivery process of quality education in South African Schools. It is formed by Schedule 1 of the Employment of Educators Act (76 of 1998), and is the outcome of an agreement that was reached by the Education Labour Council in 2003 (Resolution 8 of 2003). This study will focus on the implementation of IQMS as part of performance management.

The Collective Agreement (5 of 2005 FET: 4) define IQMS as The IQMS is an Integrated Quality Management System that consists of three programmes, which are aimed at enhancing and monitoring performance of the education system. These aspects are:

- Developmental Appraisal System;

- Performance Measurement System; and

- The Whole School Evaluation

1.7.2.1 Developmental Appraisal System

In terms of the Developmental Appraisal System (DAS), individual educators are evaluated to measure their capabilities, followed by the formulation of an individual development plan. According to Collective Agreement (5 of 2005 FET: 4), the purpose of Developmental Appraisal System (DAS) is to appraise individual educators in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.

According to Viedge, (2003:76) as cited in (Steyn and van Niekerk, 2012:72), staff appraisal is regarded as key component of the larger process of performance management. Staff Appraisal can be defined as a continuous and systematic process to help individuals educators with their professional development and career planning and to help ensure that the institution's performance is improved through the enhanced performance of individual staff member (Analoui & Fell 2002:2; Byars & Rue 2007;223) as cited in (Steyn and van Niekerk, 2012:72).

1.7.2.2 Performance Measurement System

These programmes are implemented in an integrated way in order to ensure optimal effectiveness and coordination of the various programmes. According to ELRC (2003:1), the purpose of performance measurement, is to evaluate individual teachers for salary progression, grade progression, affirmation of appointment and or rewards and incentives.

1.7.2.3 The Whole School Evaluation

According to Collective Agreement (5 of 2005 FET: 4), the purpose of a Whole School Evaluation (WSE) is to facilitate school improvement through approaches characterized by partnership, collaboration, mentoring and guidance.

According to (ELRC: 2003:8), the purposes of IQMS are:

- To identify specific needs for support and development of educators, schools and district offices.

- To provide support for continued growth.

- To promote accountability.

- To evaluate individuals for salary progression and rewards.

- To monitor an institution's overall effectiveness and to evaluate an educator's performance.

Kanye (2008:04) stated that there are three principles that influence the nature and scope of IQMS. The principles are as follows:

- The need to ensure fairness, for example, educators cannot be charged in respect of their performance before any development opportunity.

- The need to reduce biasness through fair and open process or discussion; and

- The need to ensure professionalism when applying evaluation instrument, consistency and uniformly across.

A study done by Mathonsi (2006) at Samungu ward School in South Africa aimed at finding out how informed and perceptive the educators were to change initiatives and whether they understood the end results of IQMS. The study investigated the experiences and views of educators on how IQMS was managed at the school and the extent to which management played a role in maintaining the success or failure, of the IQMS implementation. The study provided insight into the close relationship between team work and change management. Information obtained suggested that there was a need for change in the organisation. Although changes made educators feel apprehensive, there was a unanimous approval for change in the school. The study also found that "there were varying degrees of educator attitudes towards IQMS, which was a policy that was externally enforced by the Department of Education" (Mathonsi, 2006: 54).

However, when several research studies were conducted on IQMS, educators expressed a number of concerns regarding the implementation of IQMS (Letsoalo, 2009: 53).

According to the study done by Letsoalo in Lebowakgomo Circuit, Limpopo, South Africa, findings indicate that a "lack of support by the Department of Education, insufficient training for implementation of the IQMS and the once percent increment which only serve to demotivate them".

According to Mthethwa (2014:98) the implementation of IQMS has been subjected to a number of challenges which include; multiple changes to the curriculum, overwhelming meetings and workshops on the implementation of other department policies which have contributed to the improper implementation of the IQMS. Khumalo (2008:33) points out three challenges that inhibit the IQMS implementation. These challenges are as follows:

- Attitude: there are individual educators that have negative perception about IQMS, assuming that evaluation is policing them and is done for reason of blame, disciplinary or is for demotion process.

- Time Factor: educators view evaluation as time consuming and just a tick box exercise that is done for meeting the deadline.

- Rating Error: caused by kindness, fear of enemies and confrontation with insubordinates.

He further argued that lack of training compromises the desired outcome of IQMS implementation. According to Mazibuko (2007:183) accurate public policy implementation relies on how it is communicated to those who will implement it. While Rogan (2004:176) claims that "where poor communication exists, dislocation or mismatch between intended public policy and implemented public policy is unavoidable". He further argued that communication barriers create gaps between what the policy aims to achieve and its implementation. Therefore it goes without saying, that communication or advocacy of IQMS should be the responsibility of all structures involved in the implementation process.

Furthermore, research has been conducted on IQMS implementation with the focus of secondary schools in all the South African provinces. This has presented a number of challenges regarding IQMS implementation in public schools, but not in the TVET sector, and a need therefore arose to close this gap. This study will look at the issues related to the performance management, implementing IQMS in the public TVET sector and perceptions of the lecturing staff as well as the issues of compliance with reference to the Majuba TVET College. The study will evaluate the IQMS as an instrument used by TVET Colleges to manage performance of the lecturers.

1.8 RESEARCH METHODOLOGY AND METHODS

The study used a mixed method approach; both qualitative and quantitative approaches were employed. Desktop studies of literature and document reviews were conducted. Qualitative research was conducted to describe the nature of certain situations, settings, processes, relationships, systems and people (Blanche and Durrheim, 1999: 7). Qualitative research also provides the means through which a researcher can judge the effectiveness of particular policies and practices (Blanche and Durrheim, 1999: 7). This study is underpinned by an interpretivist paradigm which aims "to describe and analyse the culture and behaviour of humans and their groups from the point of view of those being studied" (Bryman, 1988: 46).

Qualitative methodology was appropriate to this study as it seeks to investigate performance management practices at Majuba TVET College when implementing the IQMS and the attitudes and perceptions of the staff towards the implementation of the IQMS. Quantitative methodology was appropriate in analysing close ended questions within the subject matter.

1.8.1 Case Study Approach

A case study approach was used for this study. Babbie and Mouton (2001: 288) define case studies as "intensive investigations of a single unit, with its context being a significant part of the investigation".

The TVET College consists of central office and six major campuses which provide both business and engineering programmes. These are the Newcastle Training Centre, Newcastle Technology Centre, I T & Business Campus, Centre for People Development, Majuba Technology Centre, Dundee Technological Centre and the Central Office. In this study the population will be drawn from business campuses which are: the IT & Business Campus, the Centre for People Development and the Dundee Technological Centre, one human resource personnel and one quality assurance personnel from the Central Office. Due to the fact that teaching and learning is the function of curriculum unit, data was also collected from three of the curriculum unit staff members, regarding the subject matter.

Tables below indicate the breakdown of the lecturing staff per selected campuses.

Figure 1.8.1.1

Campus	Post Level 1 (Lecturers)	Post Level 2 (Senior Lecturers)	Post Level 3 (HOD's)
IT & Business (ITB)	75	1	1
Centre for People Development (CPD)	97	2	2
Dundee Technological Centre (DTC)	41	0	0

Figure: 1.8.1.2

Campus/Division	Number of staff selected
Central Office: HR Department	1 quality assurance personnel
Central Office: Quality assurance	1 quality assurance officer
Curriculum Unit	3 staff members
I T & Business Campus	11 lecturing staff
Centre for People Development	11 lecturing staff
Dundee Technological Centre	6 lecturing staff

1.8.2 Data Collection Method

The study used a mixed method approach; and both qualitative and quantitative approaches were employed. Brynard and Hanekom (1997:30) state that in qualitative research, methods such as case studies, in-depth interviews, participant observation, questionnaires and perusal of documents are used.

In this research, the primary data was gathered through the questionnaires. Questionnaires were distributed to human resource personnel that were responsible for the IQMS, the quality assurance personnel and the lecturing staff which included campus managers, head of department and senior lecturers.

Gray (2005:187) defines questionnaires as research tools by which people are asked to respond to the same set of questions, in a predetermined order. He stated that they should be used carefully, when they fit the objectives of the research.

This approach also ensures that certain sensitive questions which the educators would be more comfortable writing about, as compared to sharing in interaction through the interview process will be addressed (Kumar, 2005:130). Data was also collected and analysed from policy documents and legislation relating to performance management and IQMS which include:

1.   The White Paper on Human Resource Management (1997)

2.   IQMS policy documents

3.   Majuba TVET College quality assurance policy documents

Secondary data was also used in this study; published research studies on IQMS, journals, articles, reports and books relating to implementation of public policy, evaluation and performance.

1.8.3 Sampling

According to Neuman (2006:219), a sample is a small set of cases a researcher selects from a large pool and then generalises is out to the population. In this study, non-probability will be used where probability of selection cannot be accurately determined and therefore information cannot be generalised back to the population (Bhattacherjee, 2012: 69).This study will employ a purposive sampling method.

De Vos (2005:207) states that purposive sampling uses the judgement of the researcher in selecting cases. This means that the cases are selected with a specific purpose in mind. Purposive sampling was therefore more relevant in consciously selecting business campuses that had implemented the IQMS and participants who are well informed about the IQMS.

The researcher aimed at purposively selecting 10% of the overall total number of lecturing staff per campus who were within the parameters, one human resource personnel, three curriculum unit and one quality assurance personnel from central office. Questionnaires were distributed to a total of 33 staff members from different campuses at Majuba TVET College including central office. As indicated in the above table labelled as Figer 1.8.1.2.

1.8.4 Data Analysis

Thematic content analysis was used in this study using manual coding according to the themes. Thematic analysis is "a method for identifying and analysing patterns in qualitative data" (Clarke and Braun, 2013:3). Bezuidenhout (2014: 234) states that content analysis is used to explore and identify obvious and hidden themes.

"Coding of the data will help scrutinise the data and the researcher of will be able to retrieve and collect together the data associated with thematic ideas" (Maree, 2007: 105).

The SPSS was used to analyse and interpret data obtained from the closed ended questions from the questionnaires.

1.9 CHAPTER PLAN

- Chapter one provides an overview of the study, key aspects covered include; background of the study, problem definition, research questions and objectives of the study, delimitations, research methodology and also detailed literature overviews of the study, are provided.
- Chapter two provides conceptual framework guiding the study.
- A policy framework is discussed in Chapter three.
- A case Study of Majuba TVET College is investigated in Chapter four
- Analyses of IQMS using the case study focus were presented in chapter five.
- A conclusion of the study is presented in Chapter six.

1.10 CONCLUSION

This chapter presents an overview of the study. The main aspects covered included; background of the study, problem definition, research questions and objectives of the study, delimitations, research methodology and it also provides a detailed literature overview of the study and chapter plan.

The next chapter, which is chapter two, presents and discusses the conceptual framework guiding the study which contains concept of performance management and public policy implementation. It will insert 5c protocol by Braynard as framework for public policy implementation model. This chapter will also present the concept of evaluation with focus of process evaluation.

CHAPTER 2: THEORETICAL AND CONCEPTUAL FRAMEWORK

2.1 INTRODUCTION

The previous chapter focused on an overview of the study, which covered the following key aspects covered which include; the background of the study, the problem definition, the research questions and the objectives of the study, the delimitations, the research methodology and there were also an overview of the literature provided.

This chapter presents and discusses the conceptual framework guiding the study which contains performance management and public policy implementation. It will insert 5c protocol by Braynard (2005) as a framework for the public policy implementation model. This chapter will also present the concept of evaluation with focus on process evaluation.

2.2 PUBLIC POLICY IMPLEMENTATION

2.2.1 Public Policy and the Public Policy Process

According to Jenkins as cited by Howlett & Ramesh (2003:6) public policy is a set of interrelated decisions that implies that a government does not usually address a problem with a single decision, but rather through a series of decisions. Therefore public policy can be seen as the set of rules or principles that guide or control public processes or the way things should be done. According to Falastein (2010: 2) "the public policy process is at the heart of effective policy making and good public policy".

Howlett, Ramesh and Perl, (2009), cited in Falastein, (2010: 2) have posited that "the policy process involves six somewhat distinct phases, including agenda setting, policy formulation, decision making, implementation, evaluation and termination or renewal". These phases ensure that the policy is appropriately planned, implemented, monitored in certain issues or the problem is identified. The policy process entails both vertical dimensions and horizontal dimensions. Public policy can be implemented using different approaches and processes.

The first stage which is agenda setting is when the decision makers start to notice the identified problem, Howlett and Ramesh (1995:11). They explain that during the second stage which is called policy formulation is when the policy makers develop an alternative policy to attend to the problem.

During the decision making phase, policy makers' makes decisions on which "route of action to take or non-action" they will pursue (ibid). Policy implementation is a fourth stage of public policy process, and during this stage, the intended policy is carried out (ibid). This study will focus on implementation stage using the 5 C protocol as the model of analysing implementation regarding the identified case study. Implementation can take place either with bottom up or top-down approach. The final stage is policy evaluation, which refers to the monitoring and evaluation of the policy outcomes. This study seeks to evaluate the performance management practices at Majuba TVET College in implementing the IQMS and examine the attitudes and perceptions of the staff towards the implementation of by looking inwards in order to understand the implementation process and to identify issues that threaten the implementation and the effectiveness of the IQMS. Therefore the study area is on process evaluation.

2.2.2 Theoretical framework to public policy implementation

Wildavsky (1973:166) describes the policy implementation as a process of interaction between the setting of goals and the actions geared to achieving them; he further says that it is 'the ability to forge subsequent links in the casual chain connecting actions to objectives'. Managing policy implementation is centred on 'how to do it' and 'what to do', (Brinkerhoff and Crosby, 2002:17). Policy makers can use this implementation to ensure that policy is being operationalized in line with the design of the policy, (Patton, 1997:200). Hanekom (1987:55), points out that policies are not self-implementing and public officials play a major role in this process or on the other hand they have the power to nullify the process. This therefore means that the process of interpreting the will of the legislators and giving the meaning to this affords considerable latitude to the bureaucracy, in imposing their own views, on the policy implementation, which might well be different from legislative arm of government.

According to Mokhaba (2005:113) public policy implementation is not an easy exercise due to the high expectations it garners, and it is expected to be implemented corectively at all times. While (Howlett, Ramesh and Perl, 2009, 160, as cited by Falastein, 2010: 15) are of the view that implementation should be thought of as more than simply a technical matter of enacting a government decision. They view it as a process that can carry on for a long period of time, and which allows different role players to have a contribution or to influence the outcome.

According to Birnie and Boyle (1992:90), "getting policy implementation right is critically important. Failure can cause financial waste, political frustration and disruption for ordinary citizens, as demonstrated in a series of policy failures under governments of all parties. But while the literature on failure is considerable, there is a gap around practical accounts of how to make implementation effective in the distinctive context of government".

Sands (1995:190), outlines factors that we must steer clear of when considering policy implementation, Firstly, the policy implementer must understand the identified problem: he mentioned that "high-level policy goals need to be matched with analysis of what problem government is trying to tackle and used to make good judgements on where to focus attention". Secondly, he emphasised working with the wider system: he points out that, "policies are never implemented onto a blank canvas; they must compete for resources and attention with other national policies and local priorities – and can draw upon some of the assets that often already exist".

Thirdly, Sands (1995:190) further stated that, policy implementers must work hand in hand with implementers: bringing others into policymaking is important, but once implementation begins, central government also needs to keep strong links with where change is happening to understand how policies are working in the real world". Rossi and Freeman, (1989: 167), point out what exactly is monitored or evaluated during implementation. They started with, the extent to which a program is reaching the appropriate target population, secondly, whether or not its delivery system of service is consistent with the program design specification; and lastly, what resources are being or have been expanded on during the implementation of the program. Moreover, one can monitor the progress of the program towards the achievement of the stated goals.

2.2.3 Approaches to Policy Implementation

According to Van Meter and Horn, (1975:450) as cited in Parsons (1995: 461) it was noted that the "implementation problem is anticipated to be a chain of mundane decisions and interactions unworthy of the attention of academics seeking the heady stuff of politics". This requires a certain approach of implementing the policy to ensure it effectiveness. The number of scholars defines policy implementation, in a similar manner and among their discussions there is a common understanding that the policy implementation process should be directed towards realization of the stipulated or set of goals that should be achieved.

There are two common approaches to policy implementation, namely; top down approach and bottom up approach.

Parsons (1995:465), explains Davis, (1969:4) idea that "Whether the mode of implementation is top down or bottom up, those on the front line of policy delivery have varying bands of discretion over how they choose to exercise the rules which they are employed to apply". Nevertheless, this does not grant that the policy implementer to ignore the requirements of the policy itself.

2.2.3.1 Top-down approach

The top-down approach reflects traditional government hierarchical structure, starting with a decision and then examining the extent to which the objectives were achieved over time and why, (Sabatier, 1986). Salamon, (2002), cited in Falastein, (2010:16), argues that, "this theory correctly takes into account the importance of structure for implementation success, but policy objectives are often vague and it ignores the multitude of actors involved in implementation". What is clear is that effective implementation requires a good chain of command and a capacity to co-ordinate and control.

The top-down approach to implementation brings an understanding that implementation is a process of the setting of goals and the directing of actions to achieve those goals. Parsons (1995:464) explain that goals are set by those who are in charge when it comes to decision making (and are considered to be at the 'top') of an organisation. They take the decision downwards, enforcing the relevant subordinate to carry out their instructions accordingly. He further point out five conditions to make this practical;

- The first condition is there is a well-structured organisation, with a well-defined chain of command.
- With the second condition, he stresses that the organisation must have a constant pattern of practice.
- The third condition stipulates that, the employees of the institutions need to follow instructions given and act accordingly.
- The fourth condition states that, there must be a room for interpretation between the links in the chain of command.
- The fifth and the final condition states that, time should not be a factor.

However Parsons (1995:465) points out that these conditions call for obedience to the authority and perfect compliance, which is not easily achieved.

Evaluation links to implementation in the sense that once the existing mechanism for policy implementation is strengthened, any policy can be effective and efficient in delivering goods and services, and the key role of evaluation is to ensure that there is efficiency and effectiveness. The top down approach is linked to managerialist approaches to policy in the sense that orders move from top managers or top stakeholders to those below them, so whatever government officials decide has to be done like in the case in managerialist approaches.

Parsons (1995: 461) argues that 'top-down' implementation model is effective but it requires a good chain of command and the capacity to co-ordinate and control. He further notes that an organisation that applies this model needs to invest on quality leadership skills.

2.2.3.2 Bottom up approach

The bottom up approach begins analysis at the operational level with a particular problem and all the role players involved can account for their strategic interaction but may not completely account for the external factors that can influence behaviour (Hill and Hupe, 2002:37).

According to Howlett & Ramesh (2009), cited by (Falastein 2010: 15), the contemporary approaches regards features of both top-down and bottom up approaches as relevant; a view that has sparked the third generation of policy implementation which is at the heart of the game theory. It analyses the interaction of the role players and can be applied to understand how discretion can influence policy implementation.

The idea is that "street level bureaucrats are implementers of public policy due to -'the high service principles they have and exercise of discretion under unfavourable conditions or pressures with their limited resources" (Hill and Hupe, 2002:49). This highlights the diplomacy that is possible for administrators in affecting the result of a policy, in that they can settle on the policy context. According to Parsons (1995:465), "bottom –up models lays great stress on the fact that street – level implementers have discretion in how they apply policy". He makes an example of public servants professionals, in that they play a key role in ensuring the performance of policy mentioning doctors, architect, planners, engineers, social workers, and teachers. All of which have chances and tasks of control and delivery of a service.

2.2.4 Barriers to policy implementation

Different scholars have presented a number of challenges or barriers that hamper policy implementation. Hrebiniak (2005:5-13) identifies obstacles to effective strategy implementation which include; the separation of planning and implementation processes, management which is trained to plan not to perform. Planning takes longer time than implementation, strategy or policy communication becomes a challenge, implementation involves more people than the policy formulation process.

Barnett, (2004: 15), outlines "four general factors identified from evaluation studies that can be considered to contribute to implementation failure: an unclear policy objective following from the decision making stage can distort the policy outcome; a high density of actors involved in the process can lead to communication and coordination problems; different values and interests among actors can cause problems with motivation and interpretation of policy objectives at the bottom end of implementation; and finally, policy implementation by relatively autonomous agencies can lead to a limited ability of government to control outcomes".

Lewis A. Gunn, (1978), as cited in Parsons (1995:465), presented the barriers of implementation:

- "Circumstances external to the implementing agency do not impose crippling constraints.
- Adequate time and sufficient resources are made available to the programme.
- Not only are there no constraints in terms of overall resources, but also at each stage in the implementation process the required combination of resources is actually available.
- The policy to be implemented is based on valid theory of causes and effect.
- The relationship between cause and effect is direct and there are few, if any, intervening links.
- There is a single implementation agency which need not depend upon other agencies for success. If other agencies must be involved, the dependency relationships are minimal in number and importance.
- There is complete understanding of an agreement upon the objectives to be achieved, and these conditions persist throughout the implementation process.
- In moving towards agreed objectives it is possible to specify, in complete detail and perfect sequence, the tasks to be performed by each participant.

- There is perfect communication among, and coordination of, the various elements or agencies involved in the programme.
- Those in authority can demand and obtain perfect obedience".

Patton (1997) argues that it is necessary to understand the barriers of implementation in order to be able to have plan and thus address the identified problem so that implementation can be carried out accordingly.

The above literature on barriers to policy implementation, give the researcher the conclusion that public policy or policy in general should have clear objectives, goals and must have targets to achieve and barriers of policy implementation. It can vary according to different contextual environments and the nature of the institution the policy is applicable to. Policy implementers can also create a barrier to policy implementation, if they don't understand the concept of the policy, its aims, goals and objectives and specifications of the policy.

Fullan (1982) as cited by Mathula (2004:5) noted that "it is of the opinion that while more research is needed to unravel the complexities of the implementation process, existing evidence consistently emphasise the following factors as critical to changing practice. These factors include:

- Characteristics of innovation or revision- the nature of the change: These include the need for change, the complexity of the change and the quality and the availability of materials.

- Characteristics at the school level: These include the principals' and educators' action and relations.

- Factors external to the school system: These include the role the role of government departments of education, and other education agencies.

- Characteristics of the local education authority: These include history of innovative attempts or track record built capacity of the education department, expectations and training of principals, educators input and their technical assistance, community support, time line, monitoring and evaluation."

Fullan (1982) as cited in Mathula (2004:5) further sustain that the factors that affect implementation work as a link chain, each factor depends on the other factor continuously and they cannot be separated. He states that "if any one, two or three factors are working against implementation, the process will be less effective.

The more factors supporting implementation, the more effective it will be". He said "Poor communication can also be a barrier to effective policy implementation and if role players interpret the policy differently from its scope of work".

2.2.5 Requirements for effective public policy implementation

The bottom up and top-down approaches go ahead of addressing the role of judgement in policy implementation, Falastein (2010: 16). Therefore, the use of both policy approaches effectively influence the policy implementation. Falastein (2010: 16) further states that "the contextual analysis of the environment or institution where the policy will be implemented is also crucial". Cloete and de Coning (2013: 142), identifies that some scholars seem to be of the view that it is necessary to use one of the approaches in policy implementation but you can also use both approaches as in some cases since they happen to simultaneously.

Parsons (1995:486) explains the opinions of Sabatier and Mazmanian (1979), which emphasise the importance of combining both the top-down and bottom-up approaches. "Their work presents a set of six sufficient and necessary conditions for the effective implementation of legally stated policy objectives. These comprised:

- Clear and consistent objectives , so that they can provide a of legal evaluation and resources,
- Adequate casual theory, thus ensuring that the policy has an accurate theory of how to bring about change,
- Implementation structures that are legally structured so as to enhance the compliance of those charged with implementing the policy and of those groups who are the target of the policy,
- Committed and skilful implementers who apply themselves to using their discretion so as to realizing policy objectives,
- Support of interest groups and sovereigns in the legislature and executive,
- Changes in socio-economic conditions that do not undermine the support of groups and sovereigns or subvert the casual theory underpinning the policy".

Parsons (1995: 465) explain the five conditions for perfect implementation by Hood (1976) which point out that ideal implementation is a product of a well organised and set up organisation. These conditions are explained as follows:

- With a clear line of authority and where effective communication is practice;

- Organisational operations are following certain norms which are objective oriented;

- That employee will stick to the management instructions;

- That there should be an effective communication channels within the departments

- And subdivisions of organisation and time management.

The problem is with time. Once they allow the pressure of deadlines, they will be frustrated and frustration limits clear thinking, as a result, that might hinder effective implementation.

Mhlongo (2008:35) presented five elements that have to be in place to ensure effective public policy implementation. These elements are as follows:

- Purpose- a clear and compelling purpose for the desired change;

- Vision- a concrete and inspiring vision of the desired change;

- Ownership-strong ownership for the desired change among those affected by it;

- Capacity-broad capacity and skills for implementation of desired change; and

- Support-tangible organisational support for making the desired change to happen.

These elements provide the perception that, in order for public policy implementation to be effective, a conducive environment is required. Failure to do so, the objectives of public policy may not be achieved.

Makhalemele (2007; 183) argues that the implementation of an education related policy requires certain specific methods. He outlines the following methods to unfold implementation of education related policies:

- The sudden ("Big bang") method- characterised by a complete change-over from the old to the new public policy and has a risk of causing chaos within the system.

- The parallel method-which allows the running of both old and new public policies in order to check whether the new public policy works satisfactorily or not.

- The phased implementation method- which allows for a gradual adoption of education-related public policy to be implemented in an economical and less risk way.

- The pilot method- which allows for education related public policy to be trialled in a small scale over a period of time (which a view of identifying implementation needs and challenges) before a full scale implementation.

2.3 5C PROTOCOL

Brynard (2000:178-186) presented the policy implementation analytical model well known as 5C protocol. He mentions that the content of the policy should be clear and understood; the context this refers to the environment that the policy is applicable to. Commitment deals with the willingness and ability of the implementers to carry out the policy and the capacity it has to do with the capability of implementation policy and the last one is the client coalition which encourages the cooperation between policy implementers and all the stakeholders.

According to Brynard (2000:176-178; 2005: 14-15) as it cited by Mnculwane, (2008) the complexity of implementation emanates from the following factors:

- The complexity arising from the difficulties involved in seeking to define the nature of implementation, where it starts and ends.

- The fact that implementation is an involved political process and not an administrative problem and to that extent concerned with who get what, when, how, and from whom. For this reason it is a multi-actor understanding.

- The multi-player aspect makes implementation to operate it multi-levels thus intensifying complexity.

- Policies are continuously being transformed and redesigned during implementation and to that extent policy is evolutionary in nature.

According to Cloete, & de Coning (2011:145) when understanding implementation as a complex political rather than a mechanical administrative process, the study of implementation becomes an attempt to:

- Unravel the complexity of following policy as it travels through the complex, dynamic maze of implementation.

- Understand how it changes its surroundings and how it is changed itself in the process; and

- Most importantly, see how it can be influenced to accomplish the goal it set out to achieve.

In Brynard's (2005:9) discussion, he points out the convergence between the top-down and bottom-up models of public policy implementation. His argument was on the basis that top-downers often regard policy makers as vital players in the implementation process; and authority is concentrated on the hands of management. Brynard points out that the bottom-up approach gives emphasis to the importance of participation from other various stakeholders, as well as street level bureaucrats in the implementation. Lately, there is an upcoming tendency among policy scholars to identify a convergence between the two perspectives in the way they understand and explain policy implementation, Brynard (2005:9). He says, this creates a relationship between policy implementation and performance in the sense that in the created convergence, macro-level variables characteristic of the top-down approach are virtually tied up with the micro level of the bottom-up models.

2.3.1 The content of the policy

The content of the policy, refers to what exactly it set out to do meaning what are the goals of the policy, how it relates to the issues or problems it aim to solve what method it will employ in solving the issue or a problem, Cloete, & de Coning (2011:145). According to Brynard (2001:180) policy content is not only important as ton the means it employs to achieve its objectives and goals, but also its determination of the objectives themselves and how it chooses the specific means to reach those objectives. Mitchel (2007: 451) notes that "policy content is a function of the level type of coercion by government".

According to Brynard (2000:179-180) it was Lowi (1972: 298-310) as was cited by Mnculwane, (2008) who provided the seminal, as regards content. Policy is regarded as either distributive, regulatory or redistributive. Therefore, for Lowi, the content of the policy has to do with the means it prescribes to achieve specific ends. Examples of **distributive policy** can be school feeding scheme, its content is intended to address the issue of poverty and the social challenges such as hunger faced by learners from their respective homes. A hunger that that might affect a learner's ability in schools, and the feeding scheme that serve the purpose of ensuring effective teaching and learning by the schools pupils.

The **regulatory** policy in the South African context would be for example the road regulation policy which controls South African drivers so that they adhere to speed limits and other road regulations. **Redistributive** policy such as Black Economic Empowerment, and affirmative action, which are intended to address the past imbalances that were created in South Africa due to apartheid policies.

The content of this policy ensures fairness and equality among South Africans and it emphasises that privilege should be given to those people who were previously disadvantaged due to foot print of apartheid. The content of the policy contains its aims, objectives and the goals that it wishes to achieve. It usually states who it's referred to. This study seeks to evaluate the implementation of the IQMS by the Majuba TVET College practices in relation to IQMS content and its aims and objectives.

2.3.2 The context of implementation

According to Brynard (2000: 179), the nature of the institutional context-the corridor (often structured as standard operating procedures) through which policy must travel, and by whose boundaries it is limited, in the process of implementation, this refers to the environment the policy is applicable to. He further argues that "while formal institutional relationship may be in place, bureaucratic contexts favourable to implementation more often grow out of human interaction than hierarchical means that effective working relations can be established by transactions among agencies with no formal connections in a nutshell the institutional synergy is critical". The relevance of continually in putting a policy in-to effect is premised by an important postulation that implementation is inevitably impacted upon by the very context within which policy execution takes place (Brynard, 2000: 180). Brynard (2005:659) further argued that the conceptuality is the most important factor to be considered by the role players assigned with the implementation process of public policy.

In the process of implementation, the policy itself changes its environment and is also equally changed by its context. The Integrated Quality Management System (IQMS) was designed for public schools and it was formed by Schedule 1 of the Employment of Educators Act (76 of 1998). The context of the IQMS is still applicable in public TVET Colleges. Even though structures that are provided within the policy are based on secondary schools, it still serves the purpose for the TVET sector.

The relevance of continuality in putting a policy in to effect is premised on an important postulation, and that is that implementation is inevitably impacted upon, the very context within which policy execution takes place (Brynard, 2000: 180) as it cited by Mnculwane, (2008).

2.3.3 The commitment of the various actors

According to Brynard (2005:18) no matter how good the policy maybe, the commitment from those responsible for the implementation is critical. Commitment relates to those entrusted with carrying out the implementation at all the various levels relevant to the goals, the causal theory, and the methods of the policy, Cloete, & de Coning (2011:145).

They further state that the effectiveness of the policy relies on the ability and willingness of the officials, who are assigned, to perform or implement that policy. Brynard (2005:18) suggested that, good policies with all the necessary features germane to effective implantation, can be put in place, but if the various actors in the policy game are either unwilling or unable to implement it, it will not work. Among other things that this study seeks to establish is the question of commitment among all role players. Commitment of all the different actors is very important to ensure the true reflection of the results of the IQMS exercise. Therefore, it is critically important to minimise the gap and distance between policy makers and policy implementers to enhance performance and commitment between them.

2.3.4 Capacity to implement

Capacity is undoubtedly another multifaceted concept not easy to define. Brynard's conception of this critical variable for effective implementation is informed by the systems approach and concerns the structural, functional and cultural ability of the actors in the policy arena to implement government intervention (Brynard's 2000:181; 2005:19).

Brynard's (2000:181; 2005:19) further states that, in order to deliver the services intended to raise the standard of living for the citizenry in a durable way, the structural, functional and cultural dimensions of the agents of implementation, will have to work in concert.

This capacity is further influenced by the availability and the access to relevant tangible and intangible resources (i.e. leadership, motivation, finances and human resources). However, it is also critical that the environment within which the actors implement policy (i.e. political, administrative, economic, technological, cultural and social), be conducive to such action.

It is also important not to worry much about the type of resources that will be required to beef up capacity; but what is crucial-is how such capacity can be created and operationalized. With regards to the Majuba TVET College among other questions that this study seeks to answer there is the question of "what are the problems that have been encountered with the implementation of IQMS in campuses?" In light of the above discussion, it can be concluded that hypothetically capacity is chronically below the demand.

2.3.5 Clients and coalitions

In order for government to be able to achieve their objectives as targeted by their policy, it is most crucial for effective policy implementation to take place that government should join with the coalition of interest groups opinion leaders and other outside parties who actually support a particular implementation process, since power shifts can strongly influence a particular policy implementation. In the South African context, the African National Congress is holding the majority of seats in Parliament and they are forming an alliance with different federations or unions. This therefore serves to give the ruling party more power, when introducing and implementing new policies.

The fundamental principle in respect of this variable is to acknowledge the role played by the coalitions of individuals and all the different institutions, who are in turn affected by the policy. Brynard (2005:20) argues that in respect of this variable, it is extremely important to begin by identifying influential clients and coalitions from the potentially large number of possible actors implicated by the policy. The intention is to seek to determine the type of people whose interests are directly affected by the policy and to that extent, have the greatest potential to influence its implementation one way or the other. The involvement of the different stakeholders, who are affected by the policy, will result in the greater effectiveness of the policy implementation because the input, importance and role likely to be played by a particular stakeholder in the process of policy implementation, will be valued. In addition, this might prevent conflict, in cases where the general public refuses to adhere to the proposed policy if their representatives were not involved and consulted.

The above mention 5 C protocols, theoretically sounds effective, since it brings that link between policy developers and those affected by it. One must ensure that the policy speaks to environment it is applicable to; that implementers are capable; and that the provision of resources and the relevancy of the policy are focused on the identified problem. This narrows the gap between policy developers and implementers. The researcher is of the view that it will bring common understanding and the policy will be implemented effectively.

2.4 EVALUATION

Freeman & Rossi define evaluation research as "the systematic application of social research procedures for assessing the conceptualisation, design, implementation and utility of social intervention programmes". While Cloete (2009: 295) views evaluation as a systematic judgement or assessment of public policy programmes. Pelser & Louw (2002:01) state that in case of any public policy, its success is measured by how it is implemented and its cause.

House (2004:219) presented the use of social research in monitoring and evaluation with another perspective. He claims that "any evaluation social research is a blend of fact and values claims, and it also entails discovering the right criteria and standards for comparison with other social phenomena to make sufficiently rigorous generalisations to improve theory into practice". Weiss, C.H (1998:4), defines evaluation as "the systematic assessment of the operation and/or the outcomes of a program or policy, compared to a set or implicit standards, as a means of contributing to the improvement of the program or policy". Evaluation relates to the existent, measurable and most often segmental aspects of the policy process. Seeman as cited in Chelimsky (1997;360) regards evaluation as "an additive drip-in process that compares to the Chines water torture-its contribution being in adding little bits of information, one at a time, and having a cumulative effect on broad programme directions and policies".

According to Rubin (1995:33) evaluation is commissioned by the staff members, the managers, an organisation and/ or government departments who advocated for an evaluation. Rubin (1995:33) grouped the reasons for doing evaluation as starting with improvement in performance, to learning lessons, to making decisions and to increasing accountability. With reference to this case study, the evaluation is commissioned by campus management and the Department of Higher Education and Training (DHET) will do an audit.

Evaluation should take place at regular intervals. It can take place before the project starts; it can be carried out as an ongoing process; it can be taken after a particular stage of a project; and it can also take place at an end of a project and after a project has been finished. The main aim of evaluation is to look at the impact and its sustainability. The IQMS employed a process evaluation; it identifies areas that need improve so as to optimise the implementation process.

Rubin (1995:29-30), identifies the key questions with respect to the evaluation which includes: what has been achieved? , What has not been achieved and what did the original plan hope for? He further noted that the focus of an evaluation differs; it may focus on geographic areas, group of beneficiaries, type of activities, time period etc. The decision for executing the evaluation should be made during appraisal and planning stages of the project (Rubin, 1995:29-30). People who manage the evaluation might be the beneficiaries, project staff, project management, representatives of funding agencies, local or national government officials, and consultants. The people who are responsible for carrying out the evaluation are determined by those who are controlling it. In this regard, Campus management is determined by central office quality assurance and DHET.

2.4.1 Purpose of Monitoring and Evaluation in Managing Public Policy

The office of the Presidency (Discussion Document: 2014:6) outlined the purpose of monitoring and evaluation (M &E) which serves as a guide on managing public policies. The main purposes are outlined as follows:

- In the first instance- to inform the development and design of   government policies and plans - this identifies the strengths and weaknesses of existing policies for the purpose of designing new policies and plans or to make amendments on the existing ones.
- In the second instance- to improve the performance of institutions, programmes, projects and operations. This involves improving both strategic and operational management.
- In the third instance-to improve accountability and transparency and, this involves providing evidence of the impact, effectiveness and efficiency of government work.
- In the fourth instance-to support decision making, by providing evidence relating to the implications of options to be considered.

The above purposes will also assist policy makers or government officials to generate knowledge; knowledge about what works and what does not work and what should be generated for wider application, as well as for building new theories and models. According to Rossi et al (2004), "evaluations are initiated for many reasons". They argued that it may be intend to help managers improve programs effects; to provide input about decisions concerning the program's funding, structure, or administration; or to respond to political pressure.

According to Rubin (1995:29-30) different kinds of information and questions can be asked in evaluation. He further argues that evaluation criteria is often comprised of questions of effectiveness of the project, in terms of achieving objectives, efficiency, relevance, impact what are the effects of the project, sustainability and progress of achieving the objectives. Indicators can be quantitatively concerned with amounts or qualitative in nature and concerned with descriptions and attitudes. Financial resources are required to carry out the evaluation and non-financial costs, are apparent, where factors such as time to talk, attend workshops, answer questions. The evaluation can be used to improve the organisational management, help in decision making for actions to be taken, improve planning and to improve accountability. Formal findings are presented in a compilation of a report, whereas ongoing is the record of key discussions and actions agreed upon. These might be presented to organisations, government departments or beneficiaries; however the presentation takes a different form when it is for beneficiaries, pictures may be included or videos given to non-literate groups, Rubin (1995:33).

Weiss (1998: 75) outlines the types of questions that one can ask during evaluation which covers: program process, program outcomes, attributing outcomes to the program, links between processes and outcomes and explanations. An evaluator can ask questions based on the decisional timetable, the relative clout of interested parties, preferences of stakeholders, uncertainties in the knowledge base, practicalities, assumptions of program theory, the potential for use of the findings and the evaluator's professional judgment (Weiss, 1998: 77). He further explain that, "It is done by making short, clear and well-articulated questions pointing the evaluator to choice in design, measurements of outcomes, and the background factors that need to be measured and analysed" (Weiss, 1998: 81).

The evaluation can be carried out in different approaches. According to Weiss (1998: 83), one can either use a qualitative or quantitative approach, a qualitative approach can be used when the central questions are related to program process, while for quantitative when a program is clearly defined with well-specified activities. According to Patton, (1997:197). Implementation evaluation pays attention at finding out if all the required components of a programme are present and operating and if the program is functioning according to its purpose. He further highlights the importance of implementation evaluation as it entails focus on what is in fact happening in the program. Implementation evaluation focuses on finding out if the parts of the program are present and functioning; if they are functioning are they functioning accordingly and if the program is operating as intended and therefore the functioning of the program directs the outcomes of the program (Patton, 1997:197). The outcomes are a result of the components and functioning of the program.

Patton (1997:201) outlines various implementation barriers such as; implementation can be counterintuitive meaning it does not make sense; there may be conflict arising during the implementation stage and demotivated staff that gives up when they encounter insignificant challenges. The different types of implementation evaluations provided by Patton (1997:205-207) are effort evaluation, which focuses on the quantity and quality of inputs. Secondly, monitoring implementation utilizes management information systems that provide regular data on the program. Thirdly, process evaluation intends to understand the operations of a program, its strengths and weaknesses. Component evaluation focuses on each component of a program, each particular component has its own function thus these can be evaluated. And lastly, treatment specification identifies what needs to be measured exactly for the program to be effective.

Evaluation is a purpose driven process, which aims to achieve various objectives. According to Van Dijk (2005; 204) as cited in Mthethwa (2014:60), the purpose of evaluation is three fold, namely:
- To gather information that will provide a framework for improvement.
- To pass judgement with a view of determining public policy's total effects.
- To learn from identified challenges during implementation in order to avoid repeating of same mistakes.

This gives a perception that public policy evaluation should be carried out for certain specific and clearly defined reasons. According to Cloete (2006:248) public policy evaluation or assessment is undertaken, inter alia:

- To measure progress towards the achievement of public policy.
- To learn lessons from the programme for future public policy review, redesign or implementation strategies.
- To test the feasibility of an assumption, principle, model, theory proposal or strategy.
- To provide accountability.
- To better advocate a cause.
- For public relations purpose.

2.4.2 Types of Monitoring and Evaluation

The functional, geographic or behavioural parameters of evaluation determine and admit the focus of evaluation, (Robie & Cloete, 2009: 10). This defines the evaluation approaches based on scope. They further explain that the evaluation may be focused on a particular intervention, be that a policy, a programme, a project or a product or limited to a particular development sector. There are various approaches based on scope which involves community based, sectorial, geographical, policy, output, input, systematic and integrated evaluation, which limit the area of specialisation of the focus area. There is also evaluation approaches based on an explicit philosophy and evaluation design and methodology focusing on the method that is going to be used to conduct an evaluation.

According Cloete (2006:4), Monitoring and Evaluation are higher order management processes that rely on the existence of prior decision and actions that can be monitored and evaluated .Different types of monitoring and evaluation can be undertaken at different stages of the policy cycle. In all cases, however, the activities that are undertaken are similar. These types are formative evaluation, ongoing or process performance evaluation and summative evaluation. However, for the purpose of this study the focus will be more on process evaluation.

2.4.2.1 On-going or Process Performance Evaluation

This type of evaluation is done or conducted when a policy project or programme is being implemented. Progress must be monitored in order to keep track of the time frame, the spending programme, the progress towards objectives and the quality and the quantity of output. This will assist officials to account to public citizens and make early amendments if necessary. Monitoring of the policy implementation schedule is undertaken through project management techniques Cloete (2006:5).

He further illustrates that this type of evaluation focuses primarily on the effectiveness and the level of public participation in the implementation process. This is a very crucial part because the policy must address the needs of the street level bureaucracy/public citizen, because their involvement or participation is off importance. It can also minimise the level of misunderstanding and conflicts the between government and citizens, as they will be part of the policy implementation or programme and this form of evaluation, will improve technicalities, that were formerly ignored.

According to Rubin (1995:33) "monitoring should be accompanied by an ongoing evaluation, which analyses the information in order to improve performance during a project". He further argues that if the on-going evaluation has been conducted on a more regular basis and is well administered, formal evaluation may become unnecessary. According to Patton (1997:206) process evaluation focuses on the internal dynamics and actual operations of a program in an attempt to understand its strength and weaknesses. Patton further explain that, this approach takes its name from an emphasis on looking at how a product or outcome is produced, rather than looking at the product itself; that is, it is an analysis of the processes whereby a program produces the results it has. Process evaluation is developmental, descriptive, continuous, flexible, and inductive (Patton, 1997). A process evaluation usually includes perceptions of people close to the program about how things are going. The process evaluator sets out to understand and document the day-to-day reality of the setting or setting of the study (Patton, 1997:206). This means unravelling what is actually happening in a program, by searching for the major patterns and important nuances that give the program its character.

Cloete (1998:2420 argues that continuous evaluation or appraisal of the conduct effectiveness of personnel, is essential. Each central personnel institution usually institutes a system of evaluation that must be applied by all institutions within its area of jurisdiction. In practice, the various supervisory apply the evaluation system.

In the context of Majuba TVET College, all campuses should implement the IQMS to manage performance of the lecturers and Head of Departments and campus managers should apply the evaluation system to the implementation process.

The Majuba TVET college staff has to record their findings in writing and they have to submit their reports on their respective subordinates, in the first instance to their own supervisors and finally to the top official of the executive institution or even to the central personal institution. According to Cloete (1998:242), evaluation of public officials is done for the purpose of special or routine salary adjustments, promotion, reassignment, training and dismissal. In terms of the IQMS all teachers have to be evaluated on a yearly basis with those deemed to have performed satisfactorily receiving an additional one percent pay increase on top of the increases agreed to normal bargaining processes.

Rossi and Freeman, (1989), identified the relationship between monitoring and process evaluation. Their relationship stems from evaluation efforts that are becoming institutionalized so that evaluators are perceived and treated as team members of the program and thereby influencing understanding of evaluation by program stuff (Rossi and Freeman, 1989: 167). The adoption of a management information system, has promoted the convergence between monitoring and process evaluation, given that information gathered for process evaluation may be needed and available for monitoring. This relationship is further strengthened by the willingness of evaluators to share their monitoring findings with program staff to improve the program (Ibid).

2.5 CONCLUSION

This chapter presented and discussed the conceptual framework guiding the study. The main aspect covered during discussions includes; public policy process, approaches to policy implementation, barriers to policy implementation, and requirements to the effective policy implementation. It inserted a 5c protocol from the Braynard as framework for public policy implementation model. The chapter also presented the concept of evaluation with the focus of process evaluation.

The following chapter will focus on the policy framework of quality assurance, and performance management in public institutions in South Africa with regard to IQMS.

CHAPTER 3: LEGISLATIVE FRAMEWORK FOR PERFORMANCE MANAGEMENT IN PUBLIC INSTITUTIONS IN SOUTH AFRICA

3.1 INTRODUCTION

This chapter will provide and discuss the policy framework of quality assurance, performance management in public institutions in South Africa in relation to the Integrated Quality Management System (IQMS).

3.2 SOUTH AFRICAN LEGISLATIVE FRAMEWORK IN TVET SECTOR

The DHET's top priority is to expand and improve the quality of FET Colleges, soon to be renamed Technical and Vocational Education and Training (TVET) colleges. With the assistance of the South African Institute of Chartered Accountants (SAICA), the department appointed 50 chartered accountants as chief financial officers at FET colleges. In partnership with SAICA, the department also appointed 20 human resources specialists to help clusters of colleges to set up human resource systems, procedures and policies to ensure the smooth and effective human resource management and development of each college. The department agreed to a partnership with the Engineering Council of South Africa to improve the FET curriculum, and to make it more relevant to the world of work and facilitate articulation into higher education.

Currently the TVET system has been governed by a new act, which repeals the FET Act of 1998. Under the new act, the 50 public FET colleges will complete their transformation from departmental colleges to senior multi-campus institutions with substantive autonomy and a mandate to provide intermediate and high-level skills training to post-compulsory school leavers and adults (DHET 2015:8). The FET Colleges Amendment Act, 2013 (Act 1 of 2013) provides for the creation of a new institutional type, to be known as the Community Education and Training (CET) college. With time, the Public Adult Learning centres will be absorbed into the CET colleges; additional facilities and staff will be provided and the offerings will be extended to provide vocational or community-oriented programmes.

3.3 LEGISLATION AND POLICIES

3.3.1 The Constitution

Referencing to the 1996 Constitution of South Africa, among other rights ensured by the constitution is that the people of South Africa have access to education. The Constitution never departs from ensuring and guaranteeing the human rights of all South Africans. The Constitution is the supreme piece of legislation, from which other legislations is developed and to which legislation, needs to answer. Section 29 of the Constitution contains the right of all South Africans, inter alia, to have:

a) a basic education, including adult basic education for every one ; and the right to

b) further education, which the state, through reasonable measures must make progressively available and accessible.

This section provides that the state has to make further education easily accessible and available. It refers to Further Education and Training (FET) and to higher education. Education should be aligned with human personnel development and instil a sense of dignity. Therefore, it goes without saying that the state has to ensure that effective teaching and learning, do take place. Effective means that the state should move towards establishing control mechanisms, policies and instruments that monitor and ensure good performance by personnel.

3.3.2 The White Paper on Human Resource Management in the Public Service (1997)

The White Paper on Human Resource Management in the Public Service (1997) highlights the importance of the Performance Management System (PMS). The White Paper suggests that the following principles should be applied during the implementation process of PMS. This includes: results orientation, training and development, managing poor performance, rewarding good performance, and openness, fairness and objectivity. This process evaluates individual educators for salary progression, grade progression and affirmation of appointments, rewards and incentives.

An effective performance management system enables goal setting as an individual yardstick or key performance indictor. These align with key performance indicators within the organisation and these in turn, align with the policy target and indicators. There are a number of considerations when managing performance through the development of key performance indicators. According to Kursk and Rist (2004) included; A clear understanding of the baseline or starting point.

This requires a consideration of previous policy performance, in order to make future performance projections, consideration of the resource levels (budget, personnel, etc.), the longer the time period for the indicators, the more uncertain it is likely to be, because of the unknown risks that may impact on the performance targets and recognition that the most desired outcomes are usually longer term, so there is a need to set short term targets on the path to achieving the outcome. According to Allen-le et al (1958) the main purpose of performance appraisal, is to maximize performance rather than to be used as a tool for condemnation, which would cause disillusionment among employees. They further outlined the objectives of performance appraisal as follows:

- To identify and improve poor performance.

- To recognise and reward good performance.

- To enhance the efficient and effective utilization of organisational and human resources to improves policy translation and services delivery.

Appraisal should not be used in a situation in which management is trying to play the role of both judge and jury. It should be used in a positive, creative, helpful way in a learning situation. Positivity implies not allocating blame or responsibility, but building for the future. Doing an appraisal is a creative process, because it should produce new targets, new plans, and new agreements and should achieve a commitment on the part of all parties, to reach the targets. It is a helpful tool that builds relationships because the manager and his subordinate are jointly invited to contribute to the successful achievement of agreed goals. The role of the manager, is to ensure guidance, and to provide his subordinate with all the help he can (including training) to achieve the agreed goals, themselves derived from the organisation's own goals.

3.3.2.1 Characteristics of performance – appraisal system

- **Flexibility**: Appraisal systems have to be flexible without compromising standards. They should be tailor-made to fit jobs. Departments should be encouraged to design and update their respective systems in line with organisational norms and standards.

- **Fairness** : The appraisal process should not only be fair , but should also be seen especially by employees , to be fair , but should also be provided with a written copy of the assessment and should be free to exercise the right to comment and of appeal .

- **Objective**: Since the appraisal process is susceptible to subjectivity, given that individuals are evaluating employees, assessments should be reviewed by the reporting officer's superiors to give them a measure of objectivity while ensuring the operation of uniform standards.

- **Dual purpose**: Systems should be designed in such a way as to provide the means for facility assessment of staff by management and management by staff.

- **Rewards**: Performance – appraisal systems should be linked, where appropriate, to relevant incentive system and to disciplinary and grievance procedures.

3.3.3 The Higher Education Act 1997 (Act No 101 of 1997)

All private institutions offering higher education, must register with the DHET in accordance with the Higher Education Act 1997 (101 of 1997). This Act (RSA, 1997:2) indicates in the preamble that it seeks to restructure and transform programmes and institutions to respond better to human resources and the economic and development needs of the country; also to redress the past imbalances and to ensure representation and equal access; moreover it has as its aim to provide optimal opportunities for learning ; and the creation of knowledge and it responds to the needs of the country and its communities served by the higher education institutions.

The Higher Education Act (Act 101 of 1997) (RSA 1997) (b: 10) provides for the establishment of the Council of Higher Education (CHE) which, besides various other functions, will advise the Minister of Education on any aspect of higher education and will be responsible for quality assurance to which end, the CHE must establish a permanent Higher Education Quality Committee (HEQC) (Lemmer & Van Wyk (2010:135). Lemmer & Van Wyk further explained that, "The CHE and the HEQC must comply with the policies and criteria formulated by South African Quality Assurance (SAQA) in terms of the relevant sections of the SAQA Act of 1995. Quality assurance in higher education is therefore the primarily responsibility of the CHE, the HEQC and the SAQA". The quality refers to the quality standards of material used and effective teaching and learning in all higher education institutions. These bodies have to ensure that performance of the higher education institution is at its best and they should design and implement a policy that therefore ensures good performance.

3.3.4 The Further Education and Training Act of 1998

The Further Education and Training (FET) FET Act 98 of 1998 was enacted to transform the Technical College Sector, as per White Paper 4. The functions of this Act includes "regulation of Further Education and Training; to provide for the establishment, governance and funding of the public further education and training institutions; to provide for the registration of the private further education and training institutions; provide for quality assurance and quality promotion in further education and training; to provide for transitional arrangements and matters connected with FET". The Further Education and Training (FET) FET Act 98 of 1998 has been replaced by the FET Colleges Act 16 of 2006. This Act has been amended mainly to transfer FET Colleges functions from the provincial competence to the Department of Higher Education and Training established in 2009. During 2001-2003: All Technical Colleges were as per the FET Act, declared FET Colleges. 152 Technical Colleges merged to 50 mega FET Colleges (264 Campuses) in pursuance of efficiency and improved access to intermediate level skilling opportunities.

3.3.5 The Skills Development Act (No. 97 of 1998)

According to (RSA, 1998b:8) The Skills Development Act (No97 of 1998) was launched by the South African government and the purpose was to supply an organisational structure to formulate and execute national, sector and work place strategies, in order to build and advance the skills of South African employees, and to incorporate those strategies that are within the National Qualification Framework as reflected in the South African Qualification Authority Act of 1995 (85 of 1995). The aims included: catering for learnership, which would acknowledge occupational qualifications. Furthermore the aim included designing a funding model for skills development through a levy grant scheme, as per the Skills Development Levies Act (1999). This allows higher education institutions to provide opportunities to their employees to advance their studies in relation to their duties which will then improve their performance. Other objectives were to offer and regulate work services.

3.3.6 The FET College Act of 2006 (Act No 16 of 2006)

The FET Colleges Act, 2006 (Act 16 of 2006), regulates FET to provide for the:

- Establishment, governance and funding of public FET institutions.

- Registration of private FET institutions.

- Quality assurance and quality promotion in FET.

- Transitional arrangements and the repeal of laws.

The FET Colleges Act, 2006 (Act 16 of 2006), seeks to create a national coordinated further education and training structure, that aims at promoting co-operative authority and offers vocational and occupational programmes. The purpose of which includes restructuring and converting curricula and technical institution to speak to the labour market and to improve the response to the needs of people, and the country's economy. Furthermore the aim includes ensuring the accessibility to further education and training and to the place of work.

The FET Colleges Act, 2006 (Act 16 of 2006) functions are to "enable students to acquire: the necessary knowledge; practical skills; and applied vocational and occupational competence and provide students with necessary attributes required for employment; entry to a particular vocation, occupation or trade; or into a higher education institutions".

Furthermore, the rationale of this Act is to be responsive to the requirements of the country, communities and the labour market served by the colleges.

3.3.7 National Skills Development Strategy

The DHET is responsible for ensuring the development of a skilled and capable workforce to support an inclusive growth path. The emphasis is particularly on those who do not have the relevant technical skills or adequate reading, writing and numeracy skills to enable them find employment. The development strategy promotes partnerships between employers, public education institutions (FET colleges, universities of technology and universities), private training providers and sector education and training authorities (SETAs), to ensure that cross-sectorial and inter sectorial needs are addressed.

The strategy emphasises the relevance, quality and sustainability of skills training programmes and focusing on eight goals which are as follows:

- "Establishing a credible institutional mechanism for skills planning, and ensuring that the national need in relation to skills development is researched, documented and communicated to enable effective planning across all economic sectors.
- Increasing access to occupation-specific programmes targeting intermediate and higher-level professional qualifications.
- Promoting the growth of a FET college system that is responsive to sector, local, regional and national skills needs and priorities.
- Addressing the low level of youth and adult language and numeracy skills to enable additional training.
- Increasing public sector capacity for improved service delivery and supporting the building of a developmental state, and;
- Building career and vocational guidance".

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The Department of Higher Education and Training has levelled the playing field regarding access to higher education programmes by expanding measures such as, building new campuses, adding more human resources and more qualifications and programmes. In order to change the mind-set of the nation about higher education, the department has moved learner focus from traditional institutions such as universities and universities of technology, to FET colleges, where training is vocationally based.

3.3.8 The Human Resource Development Strategy for South Africa 2010-2030

The Human Resource Development Strategy for South African (HRDS-SA) 2010-2030 (RSA, 2009; 31-45) has been established to identify a key set of strategic priorities, with the purpose of dealing with the extreme imperatives for HRD, in particular skills shortage in the priority sectors of the economy that impact on growth and investment. The strategy has the main function of assisting the government in achieving its goals that is the reduction of poverty and unemployment; promotion of justice and social cohesion; and the improvement of national economic growth.

The HRDS-SA 2010-2030 (RSA, 2009) has a strategic framework which addresses number strategic priority areas such as;

- To make sure that all citizens remain in education and training until the age of 18 years;

- To ensure that all fresh contenders for employment have exposure to employment centred education and training prospects;

- To make sure that levels of investment are higher than the international average for sectors of the education and training system and to make certain that all adults in industry, regardless of employment status, have admission to education and training prospects that will permit them to obtain at least a qualification at level 4 of the National Qualification Framework (NQF);

- To ensure that there is development progress in the external effectiveness of higher education, further education and training, and the occupational learning structures; and

- To ensure that South Africa is categorised in the top ten per cent of similar countries pertaining to its economic competitiveness and to make certain that South Africa is ranked in the top ten per cent of equivalent countries in its human development indicators.

3.3.9 Policy on Minimum Qualification Framework for Lectures in Technical and Vocational Education Training

In June 2013, the Department of Higher Education and Training gazetted the policy on Professional Qualifications for Lecturers in the TVET Sector. The policy states that:

"Lectures are central to the educational activity in institutions that offer TVET. Sufficient, appropriately qualified and competent lecturer, who understand and have expertise in both the academic and work-related dimensions of TVET, are needed if the institutions that offers TVET programmes are to make the critical contribution expected of them. (DHET, 2013c)".

The Policy of Professional Qualification in TVET makes availability of various professional qualifications designed specifically for TVET lecturers to improve teaching performance in TVET sector. The policy takes into account the following factors:

- "A wide range of subject/fields at different NQF levels are taught in institutions offering TVET, lecturers are needed for all the subjects and lecturers need to be able to teach across the different NQF levels within their subject or field.

- Lecturers who teach TVET courses need to be competent in both the theoretical and practical aspects of the courses that they teach.

- A strong workplace component must be built into lecture qualification programmes for programmes that prepare lectures to teach the practical or workshop-based components of programmes, in order that lecturers are able to prepare learners for the demands and requirements of the workplace.

- Curriculum offering institutions that offer TVET change as workplace demands change- for example in response to the development of new technologies and qualification programmes must be able to respond flexible and dynamically to industry-driven change."

The policy aimed to increase performance of TVET lecturers, considering that they have field qualifications and they are coming from industry. This policy will advance the TVET lecturers to have understanding with different teaching methods and learning style. The policy has defined the basic competences required for effective TVET lecturers to improve performance in the TVET sector, (Zungu & Munakandafa, 2014:21-22).

This policy set out that all professional qualified lecturers must have the following minimum set of competences:

- Sound knowledge base in terms of their own subject specialisation. They should know how to teach the subject, how to select, sequence and pace content in accordance with both subject and learner needs.

- Sound understanding of the TVET context in South Africa as the whole.

- Must consider learner diversity and know their learners and use this knowledge to adjust teaching and learning.

- Lecturers must possess advanced reading, speaking and writing skills in order to communicate effectively and able to manage teaching and learning environment effectively.

This policy aims to equip TVET lecturers and ensures that lecturers are competent and effective in order to improve their performance in the TVET sector and address skills shortage, in the country (Zungu & Munakandafa, 2014:21-22).

3.3.10 Education Labour Relation Council (ELRC) Resolution 8 of 2002: Integrated Quality Management System (IQMS)

The Integrated Quality Management System (IQMS) was formed by Schedule 1 of the Employment of Educators Act (76 of 1998). It is the outcome of an agreement that was reached by the Education Labour Council in 2003 (Resolution 8 of 2003). It was introduced in order to enhance the delivery process of quality education in South African Schools.

This study will focus on the implementation of IQMS as part of performance management in the TVET sector in the case study of Majuba TVET College. The Department of Education decided to combine the three processes after consultation with unions in the education sector, these three processes are: The Developmental Appraisal System (DAS); Performance Measurement System (PM); and the Whole School Evaluation (WSE), (IQMS Collective Agreement 8 of 2003:1). The purpose of the DAS is to appraise individual educators in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.

In terms of the DAS, individual educators are evaluated to measure their capabilities, followed by the formulation of an individual development plan. According to the Collective Agreement (5 of 2005 FET: 4), the purpose of DAS is to appraise individual educators in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.

The purpose of the PMS is to evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives. According to ELRC (2003:1), the purpose of PMS is to evaluate individual teachers for salary progression, grade progression, affirmation of appointment and rewards and incentives.

The purpose of the WSE is to facilitate school improvement through approaches characterized by partnership, collaboration, mentoring and guidance, referring to the Collective Agreement (5 of 2005 FET: 4).These programmes are implemented in an integrated way in order to ensure optimal effectiveness and coordination of the various programmes.

According to (ELRC: 2003:8), the purposes of IQMS are:

- To identify specific needs for support and development of educators, schools and district offices.

- To provide support for continued growth.

- To promote accountability.

- To evaluate individuals for salary progression and rewards.

- To monitor an institution's overall effectiveness and to evaluate an educator's performance.

The tenets of the IQMS are underpinned by the purpose of quality management systems which are to determine competence, arrears of improvement, promote transparency and accountability, assess strength, and monitor the effectiveness of the entire institution.

Collective Agreement (5 of 2005 FET: 5), states the principles that guide the implementation of the IQMS as the following:

- The recognition of the crucial role of the delivery of quality public education.
- That all learners have equal access to quality education.
- The need for an integrated quality management system, which is understood, credible, valued and used professionally.
- That the system's focus is positive and constructive even where performance needs to improve.
- That the system includes a process of self-evaluation and discussion of individual expectations.
- The need to minimise subjectivity through transparency and open discussion, and quality controls to ensure validity, reliability and relevance, for example, there can be no sanctions against individual educators before meaningful development takes place.
- The need to ensure fairness by affirming the rights of educators.
- That the system promotes individual professional growth of educators, and on-going support for educators and the college.
- That the system provides a clear protocol governing the interaction of the parties.
- The need for the IQMS to provide for and encourage diversity in teaching styles.
- The system meets professional standards for sound quality management, including propriety (ethical and legal), utility (useable and effective), feasibility (practical, efficient and cost effective), and accuracy.
- Development takes place within a national human resource development strategy and skills development.
- Need for all colleges to look for ways to continually improve.

The IQMS which is the presented system of quality and performance management for South African schools consists of four sections;

Section A: This contains information on the integrated quality management system.

Section B: Consists of the implementation plan.

Section C: Contains instruments to be used in the whole of IQMS process, while;

Section D: Consists of Forms (Annexure A, B, and C: Performance Measurement for salary or grade progression (IQMS manual 2005).

The implementation process is pointed out in Collective Agreement (5 of 2005 FET: 13-18) and flow chart in Chapter 4. It outlines how the implementation should be carried out starting with: Advocacy, Training and Planning. Secondly, planning for implementation is discussed. This section also indicates suggested dates for the implementation process; then the evaluation by the Educator is explained further. Thirdly, Educators: Identification of the personal support group-Development Support Group (DSG). The fourth point includes the pre-evaluation discussion. The fifth point includes observation of educators in practice (Lesson Observation). Then point six includes, the evaluation in respect of the other performance standards (Outside the classroom). Lastly, it includes feedback and discussion. (Adapted from IQMS Manual 2005).

3.4 ROLE PLAYERS
3.4.1 South African Quality Authority (SAQA)

SAQA, which is recognised nationally and internationally, focuses on upholding the principles of the National Qualification Framework (NQF), including ensuring access, quality, redress and development for all learners through an integrated national framework of learning achieved.

The authority main responsibilities include:

- Registering qualifications and part-qualifications with the NQF.

- Maintaining and developing the National Learners Records Database as the key national source of information for human resources and skills development in policy, infrastructure and planning.

- Maintaining and developing the authority's role as the national source of advice on foreign and domestic learning and qualifications.

- Conducting research.

- Monitoring and undertaking evaluation studies that contributes to the development of the NQF and a culture of lifelong learning.

- Registering professional bodies and professional designations with the NQF.

In terms of the NQF Act of 2008, the executive functions are for setting standards and having quality councils. SAQA designed and developed South Africa's NQF and oversaw its implementation. This Act was replaced by The National Qualification Framework Act (No. 67 of 2008). Its key objectives remain unchanged and reinforce the importance of the underlying principle of education for all. The purpose is to integrate all qualifications into a single framework, integrating education and training, according to a joint statement of policy between the Department of Education and the Department of Labour, agreed to in 2003. The ministers of education and labour have joint "custody" of the NQF, since it embraces standards and qualifications achieved in both formal, institution-based learning and workplace-based learning. SAQA advises the Minister on the educational implications of NQF, but it has no operational function.

3.4.2 Quality Council for Trades and Occupations (QCTO)

The QCTO addresses the quality of training in and for the workplace, and ensures that such training and knowledge is accredited and certified, including proper recognition of prior learning. The National Artisan Moderation Body is responsible for coordinating artisan development in South Africa. Plans are in place to establish offices in the engineering campuses of public FET colleges.

3.4.3 Higher Education South Africa (HESA)

HESA is the voice of South Africa's University leadership as it represents the vice-chancellors of the public universities. Its mandate is to facilitate the development of public policy on higher education and to encourage cooperation among universities, government, industry and other sectors in South Africa. HESA provides services to member universities in five areas, namely:

- Strategic research.

- Policy advocacy and stakeholder engagement.

- Sector support, including providing university leaders and their institutions with a supportive network and opportunities for collective action.

- Special programmes to strengthen institutions capacity.

- Value-adding services, including scholarships and international programmes.

3.4.4 Human Resource Development Council of South Africa (HRDCSA)

The HRDCA is a national, multi-tiered and multi-stakeholder advisory body. One of its key responsibilities is to build the human resource development base required to ensure a prosperous and inclusive South African society and economy. In essence, it must ensure that all relevant policies, programmes, projects, interventions and strategies are streamlined and optimised to support overall government objectives, rather than merely sectorial imperatives. The HRDCSA is supported by a technical working group co-chaired by business and labour. It is supported by a team of experts comprising technical task teams appointed on an issues basis to provide expert input respect of all matters pertaining to human resources.

3.4.5 Sector Education and Training Authority (SETA)

SETA's was re-established by the Ministry of Labour in March 2005, and it helped implement the NSDS and to increase the skills of people in particular sectors. SETAs replaced and extended the work of the old industry training boards and were accredited by the SAQA.

3.4.6 Work Integrated Learning Partnership and Innovation

Linking the education and training institutions and the labour market is a priority. This is because workplace training is generally more effective if on-the-job training is combined with theoretical study and also because practical experience gained during training or immediately afterwards increases a student's chances of finding employment. Government departments and agencies at national, provincial and local level as well as state-owned companies have started to increase their intake of young people, for apprenticeships, learnership and internships.

3.4.7 National Skills Authority (NSA)

The NSA is an advisory body, established in terms of the Skills Development Act of 1998, to advice the Minister of Higher Education and Training on, among others:

- Policy, strategy, implementation and NSF allocations

- Liaising with SETA is about policy, strategy and sector skills plans

- Implementing the NSDS

- Reviewing the accounts and balance sheet of the NSF annually

- Receiving and using information from the Skills Development Planning Unit

The functions of the NSA are to advise the Minister of Labour on:

A National Skills Development Policy (NSDP); A National Skills Development Strategy (NSDS); Guidelines on the implementation of the NSDS; The allocation of subsidies from the National Skills Fund; and any regulation that may be needed.

3.5 STRATEGIES FOR IMPROVING PUBLIC SECTOR PERFORMANCE

The public sector plays a significant role in national development. To remain viable, efficient and effective in responding to the dynamic needs of the citizen, it has to embrace strategies that can enhance improved productivity and the quality of service delivered. Towards this end, a number of strategies to enhance public sector performance are proffered for adaption by the South African government. These strategies while not exhaustive touch on the key requirement for improving public sector performance in general and public service delivery in particular, and among these are Total Quality Management (TQM), Organisation Strategies Management and training and Development.

These strategies are based on the concept of a ''lean'' government that is run in partnership with all stakeholders, whose focus is on promoting the advancement of the private sector and citizen through a well-managed policy and regulatory environment.

3.5.1 Total Quality Management

According to Amoako, 2013: 41), TQM is a management technique that emphasises high -/ quality service (Performance –Oriented Civil Service) and customer's satisfaction (Customer-Driven Government). He further states that TQM entails the constant improvement of a product or a service and the reliability of the organisation, combined with shorter and more reliable response times through the reproduction and sales chain or service provision process.

In his discussion, he pointed out that TQM also involves increasing flexibility of response to customer's requirement and a constant concern about efficiency through waste elimination the removal of duplication of effort, and curtailing overlaps of roles and responsibilities. Management commitment is the sine-qua-non for a successful TQM strategy.

Simply put, TQM will not be successful without line management ownership, active involvement and leadership by example. The commitment of ministries and seniors officials has been identified as a major influence towards implementing successful public service reform. Such commitment must involve a willingness to take responsibility and to accept praise and blame, Amoako, (2013: 41).

3.5.2 Performance-Oriented Civil Service

One solution that has been proffered for solving the problems of inadequate resources and the increasing demand for effective service, low level of public trust, and increasing demand for accountability in government, is termed a performance-oriented civil service Amoako, 2013: 43). He further argues that "performance-based management required that managers develop a reasonable level of agreement on programme goals and strategies for achieving these goals". His arguments are built on the fact that managers should develop performance measurement systems to document performance and support decision-making. They will than use this performance information in organisational management, decision making and feedback to stakeholders.

The key components of performance-based management are:

- Developing a reasonable level of agreement on mission, goals and strategies for achieving the goals

- Implementing performance measurement systems of sufficient quality to document performance and support decision-making; and

- Using performance information as a basis for decision-making at various organisation levels.

3.5.3 Organisation Strategic Management

According to Amoako (2013: 43), Organisation Strategic Management integrates all major functions and activities of an institution and directs them towards advancing an organisation strategic. He further states that all management processes are also integrated to provide an effective approach in establishing, attaining, systematic, coherent and monitoring objectives.

He further argues that an effective strategic management capability is essential for maintaining or strengthening the capability and is also essential for maintaining or strengthening the links between the organisations external stakeholders, and for results (Poister and Streit: 1999). "African Public Service agencies need to formulate their strategic plans and use the plans as a basis for effective public service management", Amoako (2013: 43).

3.5.4 Policy Management

Policy management is the process of policy initiation, analysis, formulation, approval, implementation, and monitoring and evaluation in the public sector, Amoako (2013: 43). He argues that "the new culture of policy management emphasises participation, accountability and transparency. It hinges upon the involvement of the private sector and civil society in policy formulation, monitoring and evaluation, and on the recognition that all stakeholders in the policy development process must be involved in order to enhance support and ease of implementation".

3.5.6 Training and Human Resource Capacity Building

Government departments have various frameworks for reshaping attitudes of employees within its department, but each framework must involve staff training and development. According to Amoako (2013: 45), usually, training programmes have had a skills-based focus, but recent trend in customer oriented civil service require an attitudinal-focused training. This has led to the need for a practical approach to training and development so as to develop the capacity of public officials for improved service delivery. He further argued "the government has to invest in public servants in order to; equip managers with the necessary skills to handle new responsibilities; develop skills for customer oriented civil service; improve the standard of service delivery; and to adapt to new technologies and new working techniques, methods and processes".

The public service plays a central role in enabling the achievement of development goals. Government should therefore continuously seek new and better ways to build service institutions that have the capacity to champion and advance the course of development. Efforts at capacity building involve investments in human capital, institution building and process improvement. The broad objective of the various initiatives should be the development of human and material resources to analyse, plan, implement and monitor programmes, which have a positive impact on national development.

These efforts should be initiated to create the framework for the identification and analysis of problems and the formulation and implementation of solutions, to enhance sustainable human development. The purposes of human resource capacity building efforts are to raise the level of performance of the public sector, to cope with the rising and ever-changing demand, of the economy and the population.

3.6 CONCLUSION

This chapter presented and discussed the policy framework of quality assurance, performance management in public institutions in South Africa with regard to the IQMS. The following chapter will present a description of the Majuba TVET College.

CHAPTER 4: CASE STUDY – MAJUBA TVET COLLEGE

4.1 INTRODUCTION

The previous chapter presented and discussed the policy framework of quality assurance, and performance management in public institutions in South Africa and Integrated Quality Management System (IQMS). This chapter will present the description of Majuba TVET College.

4.2 TVET SECTOR IN SOUTH AFRICA

Further education and training (FET) education in South Africa is provided through the FET system and covers the period of post-compulsory schooling, namely after grade nine, up to pre-higher education learning. It includes both the three year academic programme in schools and the provision of vocational education and training through 50 FET colleges, which are the result of the rationalisation of the system. With this transformation process, 50 colleges have been created through combining smaller and weaker colleges (152) within stronger institutions, with the aim of creating multi-campus institutions, capable of offering post-compulsory and high skills training.

The levels of qualifications provided in accordance with the NQF are 2, 3 and 4. The previous vocational and technical system (NATED) was mainly a theory-based school curricula organised in a two year cycle of trimesters, starting from N 1 level up to N 6, and it was up to students to find a situation placement after completion of the school-based training in order to acquire some practical skills. The NATED system was set up in 1935 to meet the needs of the labour forces of the South African harbours and railways systems. The post-Apartheid FET system was established by the Further Education and Training Act of 1998 with the objective of regulating all learning and training programmes leading to qualifications from level 2 to level 4 of the National Qualifications Framework (NQF), as contemplated in the SAQA Act, of 1995. The levels referred to above are general education and below higher education. At the beginning of 2007, a further provincial education and training (FET) college system was designed and it is governed by a new act, the FET Colleges Act (2006), which replaces the one from 1998. The aim of the reform is to develop the skills needed for economic growth and reduce poverty and unemployment, and make TVET more attractive, both for the learner and the employer, and to lead to the delivery of a National Certificate (Vocational) (NCV) (DHET:242-243).

There are 50 TVET Colleges operating on more than 264 campuses across the nine provinces of South Africa. The colleges serve approximately 800 000 students per annum and they employ in excess of 18 000 personnel in the colleges. The colleges offer a large variety of courses in response to the human resource requirements. of a diversified economy. The colleges are operated in terms of the Continuing Education and Training Act 16 of 2006 and statutory institutional structures comprise of the Council, the Academic Board and the Students Representative Council, (DHET, 2016;13).

4.3 KZN TVET COLLEGES

In KwaZulu-Natal province, there are nine public TVET Colleges across the province. The majority of these colleges and their campuses are located in the municipalities in relations to amount of economic activity. The name of these public TVET Colleges are: Elangeni, Coastal KZN, Majuba, Mnambiti, Thekwini, Umfolozi and Umgungundlovu, Esayidi, and Mthashane. For the purposes of this study, the Majuba TVET College case study was used to evaluate the Performance Measurement System (PMS) and the IQMS in particular.
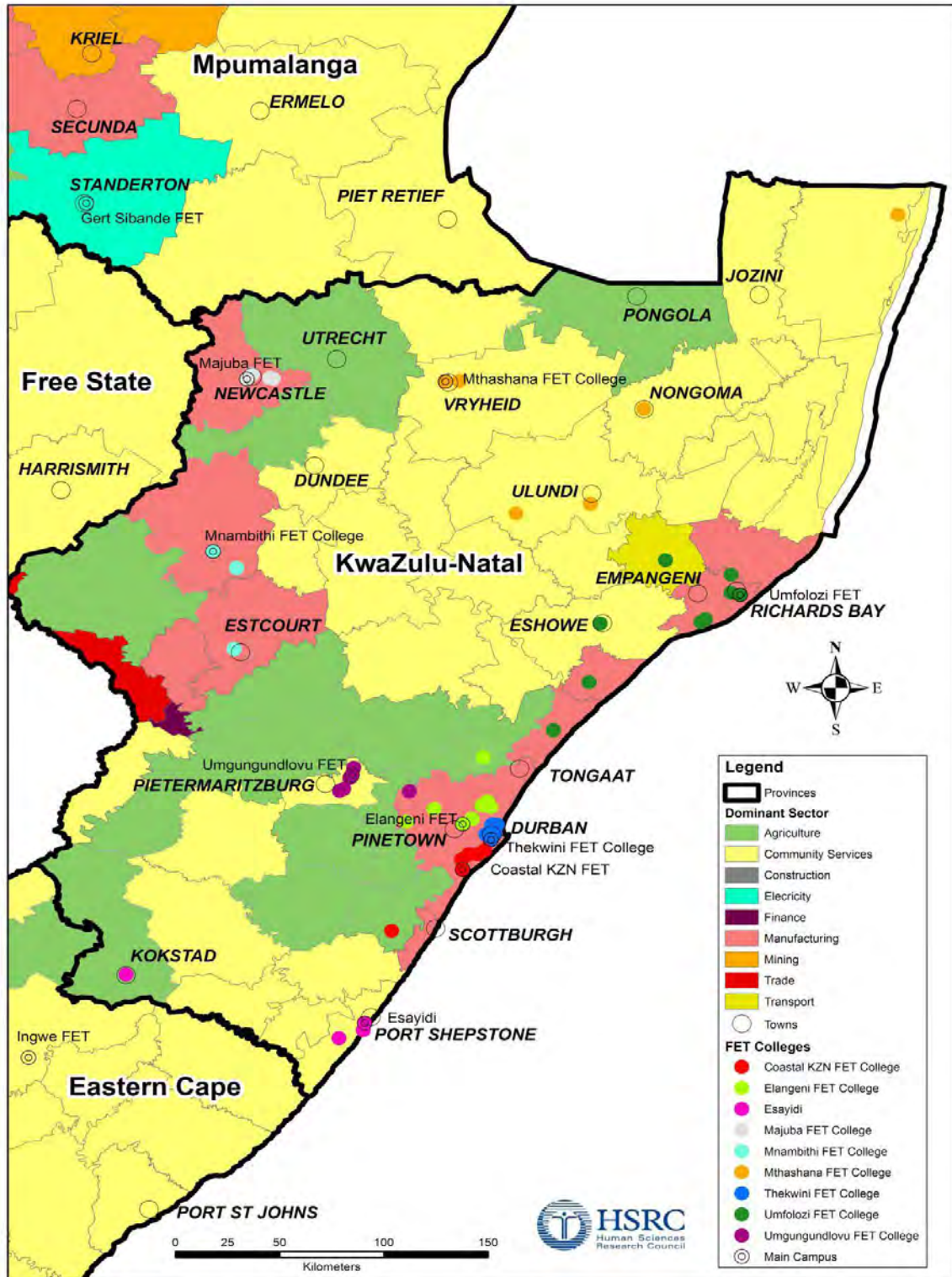
Cosser et al, (2011: 91)

Figure 4.3.1: KwaZulu-Natal: TVET College Geographical locations

4.4 MAJUBA TVET COLLEGE

Public TVET Colleges in South Africa are operating under the Department of Higher Education and Training (DHET). Majuba TVET College is a registered public Technical and Vocational Education and Training (TVET) in terms of the Further Education and Training Act 98 of 1998. The college is one of the largest TVET service providers in the country, specialising in priority skills development.

Majuba TVET College is the key service provider for Technical and Vocational Education and Training in the Amajuba and Umzinyathi Districts. It services major industries in these areas, in the sectors of iron- and steel manufacturing, mining, cement mechanical manufacturing, tyre production, engineering and primary agriculture.

There are six campuses situated in northern KwaZulu-Natal in the following areas: Newcastle, Madadeni and Dundee, which provide both business and engineering programmes, namely; Newcastle Training Centre, Newcastle Technology Centre, I T & Business Campus, and Centre for People Development, Majuba Technology Centre, Dundee Technological Centre and Central Office. These colleges offer a diverse range of nationally recognised vocational and occupational programmes.

The Majuba TVET College is currently using cutting-edge technology and innovative teaching methodologies, to enhance and optimise teaching and learning opportunities. The college plays a significant role in the holistic development of the youth or students, as part of preparing them for the world of work. This college offers the ministerial programmes, namely, the National Certificate (Vocational) and Report 191 (N1-N6); it also offers NQF-aligned Learnerships (in collaboration with Business and Industry), skills programmes and Apprenticeship Training.

www.majuba.edu.za

4.5 MAJUBA TVET ORGANISATIONAL STRUCTURE

DHET

PRINCIPAL

- DEPUTY PRINCIPAL ACADEMIC SERVICES
  - AD EXAM
  - AD CURRICULUM
    - SAO- BUSINESS SAO- ENGINEERING SAO- FUNDAMENTALS
  - AD SSS
    - SAO- NSFAS SDP-SSS
  - AD QMS
    - SAO-QMS
- CFO
  - AD HETMIS
    - SAC HETMIS
      - SAO IT
  - AD FINANCE
    - SAO DBTORS CREDITORS
      - SAO FINANCE
  - AD CORPORATE SERVICES
    - SAO CORPRATE
- DEPUTY PRINCIPAL CORPORATE SERVICES
  - AD MARKETING & COMM
    - SAO MARKETING
  - AD HRM
    - SAO HRD
      - SAO HR
  - HOU HEALTH & SAFETY
    - HEALTH & SAFETY OFFICER
- DEPUTY PRINCIPAL REGISTRAR
  - HOU PROJECTS
    - SAC PROJECTS

4.5.2 Student Support Service

The Student Support Services Department in Majuba TVET College has specially trained staff to assist students with challenges that may arise whilst they are studying. The main aim of this division is to support Majuba students to achieve their potential, and overcome any barriers that may be impacting negatively on their academic performance. The college also has the Student Representative Council as per The Further Education and Training College Act, 16 of 2006 (as amended by Act of 2012), section 9 (1) .

4.6 CAMPUSES

The Majuba TVET College consist of six campuses situated in northern KwaZulu-Natal in the following areas: Newcastle, Madadeni and Dundee, which provide both business and engineering programmes, namely; Newcastle Training Centre, Newcastle Technology Centre, I T & Business Campus, and Centre for People Development, Majuba Technology Centre, Dundee Technological Centre and Central Office. This study focuses only on businesses campuses which are: IT & Business Campus, Dundee Technology Centre, and Centre for People Development, and Central Office. Each campus consists of a campus Manager, Heads of Departments (HOD's), senior lectures, lecturers and support staff, depending to the size of the campus. This study will take a sample of only lecturing staff to the identified campuses.

4.6.1 Central Office

The central office is situated in 83 Allen Street in Newcastle. It is regarded as the Head Office of Majuba TVET College. Its function is to support and co-ordinate the activities of all the campuses of the college.

Other functions includes: Curriculum Services; Quality Management Services; FET Management Information Systems; Financial Management Services; Asset Management and Admin Services; Human Resource Management Services; Marketing, Communications and Public Relations Services; Student Support Services; ICT Services; and Health and Safety Management Services. However, most of operational administration and management is decentralized to all campuses situated across the aMajuba District Municipality apart from one in the uMzinyathi District Municipality. www.majuba.edu.za

4.6.2 Majuba Technology Centre (MTC)

The Majuba Technology Centre (MTC) is a fully integrated engineering studies campus situated on Inkosi Albert Luthuli Drive, Section5, Madadeni. This campus boasts new high-tech workshops which are fully equipped with the relevant, modern equipment and machinery. It is one of the few educational institutions in KwaZulu-Natal that offers primary agriculture as a field of study. MTC has a 2 hectare farming area which is accessed by agricultural students to gain hands-on practical skills.

A fully operational hydroponics production system has been set up in the farming practical area, to enable students do their practical training for vegetable production. The system mimics that used by modern-day farmers and horticulturalists.

The Civil Engineering division at this campus includes a fully-fitted plumbing workshop, carpentry workshop, as well as a bricklaying workshop.

National Certificate (Vocational) Course Offered:

- Civil Engineering and Building Construction
- Electrical infrastructure Construction
- Engineering and Related Design
- Primary Agriculture

National Certificate Courses Offered:

- Chemical Engineering
- Civil Engineering
- Electrical Engineering

4.6.3 Newcastle Technology Centre (Newtech)

The Newcastle Technology Centre (Newtech) is also a fully integrated engineering studies campus situated on FW Beyers Avenue in Barry Hertzog Park.

It offers a diverse range of exciting and innovative courses to enhance entry into the labour market, and improve career opportunities in the engineering field. This campus boasts new high-tech workshops which are equipped with relevant, modern equipment and machinery. Classrooms and workshop have recently been built to accommodate the growing demand for the National Certificate (Vocational) Programme.

National Certificate (Vocational) Courses offered:

- Electrical Infrastructure Construction
- Engineering and Related Design
- Safety in Society

National Certificate Courses offered:

- Civil Engineering(New course offered)
- Electrical Engineering
- Mechanical Engineering

4.6.4 Centre for People Development (CPD)

Centre for People Development (CPD) is a fully integrated business studies campus situated on Dr. Nelson Mandela Drive Road, Section 2 in Madadeni.

The campus is ideally situated to give access to previously disadvantaged communities. It has always been instrumental in community development, focusing on providing people with appropriate skills, to enable them to become employable or self-employed.

The CPD offers a diverse range of exciting and innovative courses to enhance entry into the labour market, and improve career opportunities in the business field. On this campus, classrooms have recently been expanded to accommodate the growing demand for the National Certificate (Vocational) Programme. This campus also boasts a state-of-the-art, fully-fitted industrial kitchen where hospitality learners perform all their practical lessons as well as a fully functional Office Practicum room, where office administration students perform their practical lessons.

National Certificate (Vocational) Courses offered:

- Hospitality
- Office Administration
- Tourism

National Certificate Courses offered:

- Business Management
- Financial Management

- Human Resource Management

4.6.5 Information Technology and Business Campus (ITB)

The IT and Business Campus (ITB) is a fully integrated business studies campuses situated on Tommy Boydell Avenue in Barry Hertzog Park. This campus offers a diverse range of exciting and innovative courses to enhance entry into the labour market, and improve career opportunities in the business field.

This campus boasts new classrooms which are fully equipped with relevant, modern equipment and machinery. It also has a conference and meeting venue with a fully-fitted industrial kitchen. The facility is also used to train the hospitality students.

National Certificate (Vocational) Courses offered:

- Hospitality
- Information Technology
- Office Administration
- Tourism

National Certificate Courses offered:

- Business Management
- Financial Management
- Hospitality
- Management Assistant

4.6.6 Dundee Technology Centre (DTC)

Dundee Technology Centre (DTC) is a fully integrated for engineering and business studies and it have recently split in to two campuses; DTC 1 campus situated on Beaconsfields Street opposite Post Office, Dundee and DTC 2, the new campus is situated on Karellandman Street.

This campus is a key contributor towards social, cultural diversity and economic development and ensures that the demand for intermediate skills is met, not only in KwaZulu-Natal, but also in South Africa. The Dundee Technology Centre offers a diverse range of exciting and innovative courses to enhance entry into the labour market, and improve career opportunities in the business field.

National Certificate (Vocational) Courses offered:

- Civil Engineering and Building Construction (NQF L2-4)
- Office Administration(NQF L2-L4)
- Tourism

National Certificate Courses Offered:

- Civil Engineering
- Electrical Engineering
- Mechanical Engineering
- Business Management
- Financial Management
- Human Resource Management
- Management Assistant

4.6.7 Newcastle Training Centre (NTC)

Newcastle Training Centre (NTC) is a fully integrated engineering campus which specialises in artisanship. This campus is situated on the corner of Van Eck & Volkrust Ave, Berry Hertzog Park, in Newcastle. This campus is accredited nationally as a Trade Training Centre. It has equipment that simulates real life industry workshops were learners are prepared for industry. The NTC has been declared as the campus that excels with the development of unit standard based material for teaching and learning. It only deals with institutional skills training in the different trade disciplines.

4.6.8 Open Learning Unit

Due to the high demand of courses offered at Majuba TVET College, he College launched the Open Learning Unit in January 2003 to service an ever increasing need to provide services to people who could not attend full-time classes. This unit offers all the diploma courses on business and engineering studies on a part-time basis. It also offers computer related subjects targeting businesses and industry. This includes information packs, contact sessions and lecturer support through the course. Evening classes are also provided for all the above courses depending on demand from students.

http://www.majuba.edu.za/Open_Learning_Unit

4.7 INTEGRATED QUALITY MANAGEMENT SYSTEM (IQMS) IN MAJUBA TVET COLLEGE

According to Biputh & McKenna (2010) as cited by Rabichund (2014:348), during the apartheid period South African external education was through inspection. Dippenaar, (2015: 5), noted that prior to the implementation of the IQMS in the mid-1990s, there were three separate quality management programmes used in public schools by that time which were focusing on the appraisal of both teacher performance and development, and the whole school evaluation. These programmes included: the Developmental Appraisal System (DAS), Performance Measurement System (PMS); and The Whole school Evaluation (WSE). The application of these various programmes had minimal linkages between them and educators viewed them as way to promote "a blaming culture" within public schools. Educators were not happy with this form of inspection therefore there was a breakdown culture of teaching and learning. The IQMS was implemented in August 2003 (Resolution 8 of Education Labour Relations Council, 2003).

The fundamental purpose of establishing IQMS was to promote better integration between the above mentioned components of the quality management process in public schools which are the DAS, PMS and the WSE. The aim of the establishment of the IQMS was to assess the quality of education in individual educators and in schools at large.

The flow chart below depicts the implementation of the IQMS process:

FIGURE 4.7.1   IQMS: THE IMPLEMENTATION PROCESS

DA	PM	WSE
(Focus: Educators)	(Focus: Educators)	(Focus: school)

Internal/ (SDT)	Internal (SDT)	Internal
Self-Evaluation	Self-Evaluation	(Track progress)
External (DSG)	Summative (DSG)	External
	(Past 12 Months)	(Supervisors)
Baseline Evaluation		
Discussion - Differences Resolved	Pay/ Salary progression	SIP (Informs DIP)
Observation		
Personal Growth Plan (PGP)		
INSET & other programmes		
Infused into SIP		
Aiming	Motivation of educators	Improvement of school ↔
Improvement of prof	Affirming appointment, rewards	Quality of Teaching and
Competencies ↔ Quality	And incentives ↔ Quality of Teaching	Learning
Performance of Teaching and	and Learning	
Learning		

Lesson & Observation of Educator in practice

Inform SDT on	Submission to	Final report with:
Needs for development &	Persal	*Quality of L & T
Support		*WSE: Quality
		Of DAS & PMS

(Principal ensures fairness & Accuracy)

Adapted from: IQMS Hand-out, 2006, GDE

In early 1990s at the Majuba TVET College, the evaluation of teaching and learning was done through inspection and in the same manner as in public schools since the Technical Colleges were still under the administration of the Department of Education. The inspector visits the college without any notification. He sits down in class and observes the lecturer while teaching. He looks at the subject file and student files and assessments marks as well and then, he makes a judgement. The implementation of the IQMS was formally started in 2004 in all public schools and TVET Colleges. IQMS stipulates that all educators should be evaluated on a yearly basis with those deemed to have performed satisfactorily, receiving an additional 1% increase on top of the yearly increase, agreed to at the normal bargaining processes.

After FET Colleges were transferred to councils, the IQMS was neglected to Majuba TVET College. There were no guidelines for which instrument to use. Then the ELRC gave direction that IQMS should still be applied. The IQMS has been implemented during the administration council but it was not as strictly monitored, as it was supposed to be. In 2015 all public TVET Colleges were transferred to the DHET and the IQMS was still implemented. The Human Resources department at the Majuba TVET College recently issued out the circular regarding the DHET IQMS 2015 Audit (Circular 19 of 2016-Perfomance Management dated 19/08/2016).

This study will focus on the business campuses which are: IT & Business Campus, Centre for People Development and Dundee Technological Centre with the sample of lecturing staff. Central office staff was purposively selected which include one human resource personnel staff member and one quality assurance personnel staff member as well as three curriculum unit staff members. This study will match the IQMS requirements and principles as per Majuba TVET College practices and also examines the attitudes and perceptions of the staff towards the implementation of IQMS in the above mentioned College.

4.8 CONCLUSION

The previous chapter presented and discussed the description of Majuba TVET College. The following chapter will present the findings and analysis of performance management using the case study focus. The findings will be presented according to themes of similar ideas and information from the questionnaires which had close ended questions. The results will then be presented in graphs.

CHAPTER 5: FINDINGS AND ANALYSIS

5.1 INTRODUCTION

The previous chapter presented the description of Majuba TVET College. This chapter will present the findings and analysis of performance management using the case study focus. The findings will be presented according to themes of similar ideas and information on questionnaires that is in the form of closed ended questions will be presented in graphs.

5.2 SAMPLE DISCRIPTION

Section A: Personal and General Information

The sample was made of 33 respondents. They were classified into categories of lecturers, departments, campuses, gender and experience. The distributions of the respondents by these biographical characteristics are given in the table below. This table shows that most respondents were lecturers (85%) while (15%) was made-up of support staff from Human Resources, Quality Assurance and Curriculum. The tables present respondents separately as categories; the lecturers are presented separately from support staff and from the central office. The tables presenting gender below indicate that majority of respondents where female and one lecturer did not indicate gender when responding to the questionnaire.

5.3 LECTURERS FINDINGS AND ANALYSIS

Table 5.1: Representing Lecturers Gender

Gender

		Frequency	Percent
Valid	Female	15	53.6
	Male	12	42.9
	Total	27	96.4
Missing	System	1	3.6
Total		28	100.0

Table 5.2: Representing Departments gender

Count

		Gender		
		Female	Male	Total
Department	Human Resource	1	0	1
	Curriculum Office	0	3	3
	Quality Assurance	1	0	1
Total		2	3	5

The table 5.2 indicates that three of the respondents from central office were males coming from curriculum department while one respondent from HR was a female and one more female came from the Quality Assurance Department.

Table 5.3: Representation of the respondents' (lecturers) experience within TVET sector

Teaching experience withinTVET sector

		Frequency	Percent
Valid	4-6 years	10	35.7
	7-9 years	13	46.4
	10-12 years	2	7.1
	>13 years	3	10.7
	Total	28	100.0

Table 5.3 indicates that only (35.7%) of lecturers who have 4-6 years of teaching experience within the TVET sector it also shows that the majority (46.4%) of respondents had at least 7-9 years of working experience within TVET Sector, (7.1%) have experience of between 10-12 years, and (10.7%) 13 years or more. This implies that the majority of lecturers had a reasonable background and understanding of the inspection system that was used in the past or they were more likely exposed to IQMS as well. It suggests that they would be more likely to support IQMS implementation in their respective campuses and assist the management to improve with time.

Table 5.4: Representation of the respondents' (support staff) experience

Department * Experience within TVET sector

Count

		Experience within TVET sector				
		4-6 years	7-9 years	10-12 years	>13 years	Total
Department	Human Resource	0	0	1	0	1
	Curriculum Office	1	1	0	1	3
	Quality Assurance	0	0	1	0	1
Total		1	1	2	1	5

Table 5.4 shows that there is only (1) respondent who has experience of between 4-6 years at the central office, (1) of the respondents from central office has 7-9 years of experience within the TVET sector, while (2) of the respondents from central have experience of

between 10-12 years and (1) respondent has 13 years and more of working experience within the TVET sector. This indicates that (4) of the respondents had 7 years and above of working experience within TVET sector. This means that they understand IQMS and how it should be implemented in the Majuba TVET College.

Table 5.5: Representations of positions held by the respondents' (lecturers)

Current post level

		Frequency	Percent
Valid	PL1	25	89.3
	PL2	3	10.7
	Total	28	100.0

The majority of respondents (89.3%) were at post level. There are almost (10.7%) of respondents who were post level 1 even though they are acting as Head of Departments which is post level 3. The above Table 5.5 shows only (10.7%) of the respondents who were at post level 2. This refers to (senior lecturers).Therefore IQMS in Majuba TVET College stands a good chance of improvement but this depends on the future commitment of lecturers, senior lectures and the heads of departments.

Table 5.6: Representations of positions held by the respondents' (support staff)

Department * Current Salary level

Count

		Current salary level				
		Level 8	Level 9	Level 10	Level 11	Total
Department	Human Resource	1	0	0	0	1
	Curriculum Office	1	1	0	1	3
	Quality Assurance	0	0	1	0	1
Total		2	1	1	1	5

From the responses listed in Table 5.6, it appears that in the 3 departments that sample was drawn from, (2) of the respondents were on salary level 8, and (1) of the respondents was on salary level 9, and also (1) respondent from salary level 10 and (1) respondent as well from salary level 11. This implies that IQMS has a good chance of being implemented appropriately because these senior staff members might be motivated to lead and provide guidance in IQMS implementation process.

Table 5.7: Representations of campuses where respondents were drawn

Campus

		Frequency	Percent
Valid	DTC	6	21.4
	IT&B	11	39.3
	CPD	11	39.3
	Total	28	100.0

The above table shows that respondents (Lecturers) were drawn from different business campuses of the Majuba TVET College, with 39.3 % of respondents were coming from CPD, and also 39.3 % of respondent were coming from IT&B, and 21.4% was from DTC.

Section B: IQMS Implementation: Barriers and Perceptions

Section B consists of twenty four questions. The fundamental purpose of this section was aimed at determining how successful the college was in implementing IQMS and determining the attitudes and perceptions of lecturers to the IQMS implementation at the Majuba TVET College.

This study seeks to evaluate the Majuba TVET College practices in implementing IQMS, to find out what are the challenges faced by the lecturers during the IQMS implementation and to gather suggestions and views from the lecturers on how IQMS can best be practiced.

Three broad sections of questions focued on the following areas:

- Training

- Administration; and

- Attitude towards IQMS implementation

Figure 5.1: Graphic representation of lecturers understanding of IQMS
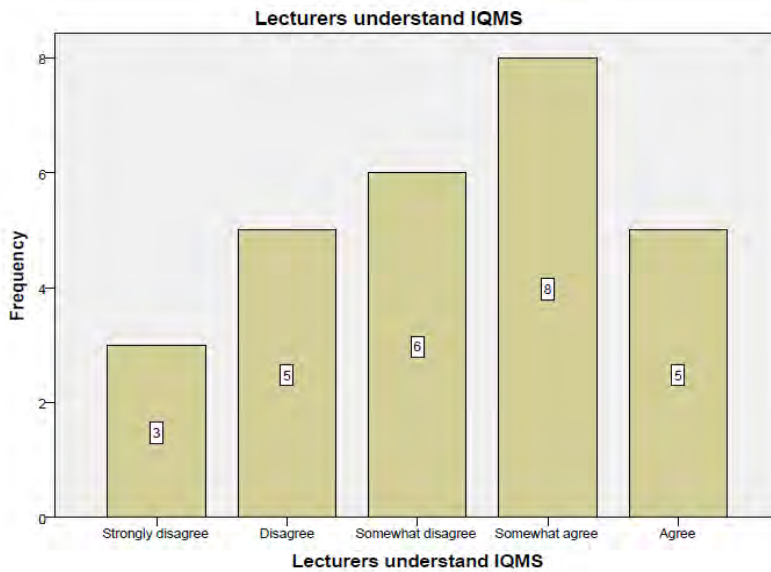
Lectures were asked whether they understand IQMS. The above result presented in a bar graph format indicates that the lecturers understand IQMS. Lecturers who have a few years of service (4-6 years) are the ones who have little knowledge of IQMS. Based on the above results, there is a reasonable understanding of the content of IQMS by the lecturers and how it should be implemented in the College.

Table 5.8: Representations of lectures on whether they received training on IQMS implementation

Lecturers receive training on IQMS implementation

		Frequency	Percent
Valid	Strongly disagree	11	39.3
	Disagree	9	32.1
	Somewhat disagree	1	3.6
	Somewhat agree	3	10.7
	Agree	3	10.7
	Total	27	96.4
Missing	System	1	3.6
Total		28	100.0

Lecturers were also asked whether they receive training on IQMS. The Table 5.8 above show that (39.3%) strongly disagree, (32.1 %) disagree while (3.6%) of the respondents somewhat disagree with the statement. Only (10.7 %) of the respondents somewhat agreed and another (10.7%) of respondents agreed that they receive training. This resonates with Khumalo (2008:33) where he mentions that the implementation of IQMS has been subjected to a number of challenges which includes lack of training and he argued that compromises that this desired outcome of IQMS implementation.

Whatever the knowledge the respondents may have regarding IQMS they obtained it while still working in secondary schools under basic education.

The percentage in the above table clearly implies that the majority the respondents view the knowledge they have as inadequate which suggest the necessity of more training required for lecturers on IQMS implementation, especially in the TVET sector since the role players in the implementation process are the same with the once indicated on the IQMS manual which is more directed to basic department of education. According to ELRC Collective Agreement No 8 of 2003, training on IQMS should be conducted by the principal, as well as by educators who attended the training conducted by provincial training team. In the scope of TVET sector, training should be provided for by the Campus Manager and the senior management who should attend the training with human resource personnel conducted by DHET.

Table 5.9: Representations of whether lecturers were not aware of IQMS training.

Lecturers are not aware of IQMS training

		Frequency	Percent
Valid	Strongly disagree	6	21.4
	Disagree	4	14.3
	Somewhat disagree	4	14.3
	Somewhat agree	3	10.7
	Agree	3	10.7
	Strongly agree	7	25.0
	Total	27	96.4
Missing	System	1	3.6
Total		28	100.0

The above Table 5.9 indicates that majority of respondents, were not aware of any training that took place on IQMS, (25.0%) of the respondents strongly agree, (10.7%) agreed, another (10.7%) somewhat agreed. This is supported by the valid percentage in **Table 5.8** which indicates, that majority of respondents never received any training. This therefore suggests that the respondents were also not aware of any training that took place in their respective campuses. However, clarity was provided by IQMS score sheets were lecturers have questions. This is supported by the results presented on the table above (**Table 5.9**) that some of respondents, namely (21.4%) strongly disagreed, while (14.3%) disagreed and (14.3%) somewhat disagreed.

This implies that the assistance the lecturers received on IQMS score sheets was presented as training to them, therefore respondents had a perception that training was provided at campus level. This therefore also implies that Majuba TVET College is not complying with what is stipulated in the ELRC's Collective Agreement 8 of 2003.

The primary aim of the above question was to find out whether the initial step of IQMS implementation was implemented appropriately.

Table 5.10: The HR personnel conducted training on IQMS implementation

IQMS training is conducted by HR personnel

		Frequency	Percent
Valid	Strongly disagree	17	60.7
	Disagree	5	17.9
	Somewhat disagree	2	7.1
	Somewhat agree	3	10.7
	Total	27	96.4
Missing	System	1	3.6
Total		28	100.0

The Central office has the Human Resource unit which provide support and do HR administration activities in all Majuba TVET College Campuses. One of the HR core functions is to provide training for Majuba staff, regarding all programmes conducted by the College. Table 5.10 above indicates that the majority of respondents did not receive any training conducted by HR personnel. Namely, (60.7%) strongly disagreed, (17.9%) disagreed and while other (97.1%) somewhat disagree. There were only (10.7%) of the respondents agreed with the statement. This means there was HR conducted training but only with selected individuals from various campuses. This suggest that 3 of the respondents who were on post level 2 as indicated in **Table 5.5** received training which was conducted by HR personnel on IQMS implementation. Therefore it was their responsibility to impart the information to their respective campuses.

Table 5.11: Campus Manager conducted IQMS training

IQMS training is conducted by Campus Manager

		Frequency	Percent
Valid	Strongly disagree	13	46.4
	Disagree	7	25.0
	Somewhat disagree	2	7.1
	Somewhat agree	4	14.3
	Agree	1	3.6
	Total	27	96.4
Missing	System	1	3.6
Total		28	100.0

As mentioned earlier, IQMS implementation is the responsibility of the campus manager of the respective campuses. The responses listed in   Table 5.11 above indicates that (46.4) of respondents strongly disagreed, (25.0%) of respondents disagreed while (7.1%) of respondents somewhat disagree.

Only (14.3%) of respondents replied with somewhat agreed and (3.6%) of respondent agreed. This implies that campus managers did not perform their duties accordingly regarding appropriate IQMS implementation.

Table 5.12: IQMS training was conducted by HOD

IQMS training is conducted by HOD

		Frequency	Percent
Valid	Strongly disagree	15	53.6
	Disagree	6	21.4
	Somewhat disagree	1	3.6
	Somewhat agree	4	14.3
	Agree	1	3.6
	Strongly agree	1	3.6
	Total	28	100.0

The responses listed in Table 5.12 above shows that (53.6%) strongly disagreed, while (21.4%) disagreed and only (3.6%) somewhat disagreed with the statement. Other respondents who had the different view responded as follows; (3.6%) strongly agreed, (3.6%) of the respondents agreed and (14.3%) somewhat agree. This implies that the Head of Departments are not doing the IQMS training as they should be. The results generated by Table 5.11 is that campus managers generally did not conduct any IQMS training in their respective campuses together with the results above shows that campus management team is not fully supportive regarding IQMS implementation.

Statements 5.4, 5.5 and 5.6 on lecturers questionnaires were aimed at finding out whether training was conducted in Majuba TVET college and on the stipulated campuses and by whom.

Table 5.13: IQMS training was effective in helping lectures implement IQMS

IQMS training was effective in helping lecturers implement IQMS

		Frequency	Percent
Valid	Strongly disagree	13	46.4
	Disagree	6	21.4
	Somewhat disagree	3	10.7
	Somewhat agree	4	14.3
	Agree	2	7.1
	Total	28	100.0

Table 5.13 show that most of the responses (46.4%) strongly disagreed, and (21.4%) disagreed while (10.7%) were somewhat disagreeing with the statement. The table present only (7.1%) of respondents who agreed and (14.3%) somewhat agreed with the statement.

The above results reflect that the majority of the respondents indicate that whatever the training was that they received those who received it; they believed it was too inadequate to enable them to implement IQMS in their respective campuses within the College. This also suggests that the majority of respondents strongly disagreed with the statement, which supports the results generated by (**Table 5.8**) where lecturers were responding whether they receive training on IQMS. **Table 5.8** shows that (39.3%) of the respondents strongly disagree, and (32.1 %) disagree while (3.6%) of the respondents somewhat disagree with the statement. Only (10.7 %) of the respondents were somewhat agree and another (10.7%) of respondents were also agreeing that they receive training.

Table 5.14: All lecturers received training material

All lecturers receive training material

		Frequency	Percent
Valid	Strongly disagree	12	42.9
	Disagree	10	35.7
	Somewhat disagree	1	3.6
	Somewhat agree	3	10.7
	Agree	2	7.1
	Total	28	100.0

The responses listed in Table 5.14 presents that the majority of respondents (42.9%) strongly disagreed, and (35.7.4%) disagreed while (3.6%) were somewhat disagreeing with the statement. From responses, only (7.1%) of the respondents who agreed and (10.7%) somewhat agreed with the statement. This implies that lecturers did not received training material on IQMS. Training was regarded as a major concern for lecturers.

Table 5.15: Representations of usefulness of training material

The training material is useful

		Frequency	Percent
Valid	Strongly disagree	15	53.6
	Disagree	6	21.4
	Somewhat disagree	1	3.6
	Somewhat agree	5	17.9
	Agree	1	3.6
	Total	28	100.0

What come out from the results presented in Table 5.15, it that the majority (53.6%) of the respondents strongly disagreed, and (21.4%) disagreed while (3.6%) somewhat disagreed. The results present that (17.9%) somewhat agreed while only (3.6%) agreed with the statement. This implies that IQMS implementation posed challenges to this college.

Figure 5.2 Graph representations of campus SDF election

The campus has elected a Staff development Facilitator
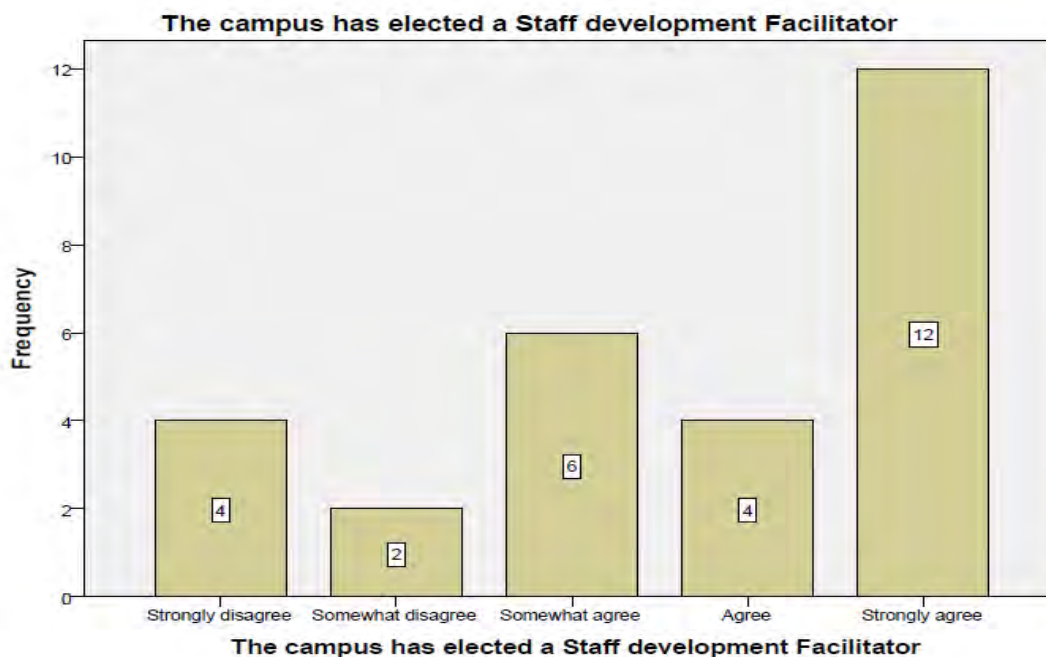
From the responses reflected in graph 5.2 above, it appears that the majority (12) respondents strongly agreed, (4) agreed and (6) somewhat agreed only (4) respondents who strongly disagreed and (2) who somewhat disagreed. This implies that SDF had been elected in Majuba TVET College business campuses.

Administration and documents to be used in the implantation process
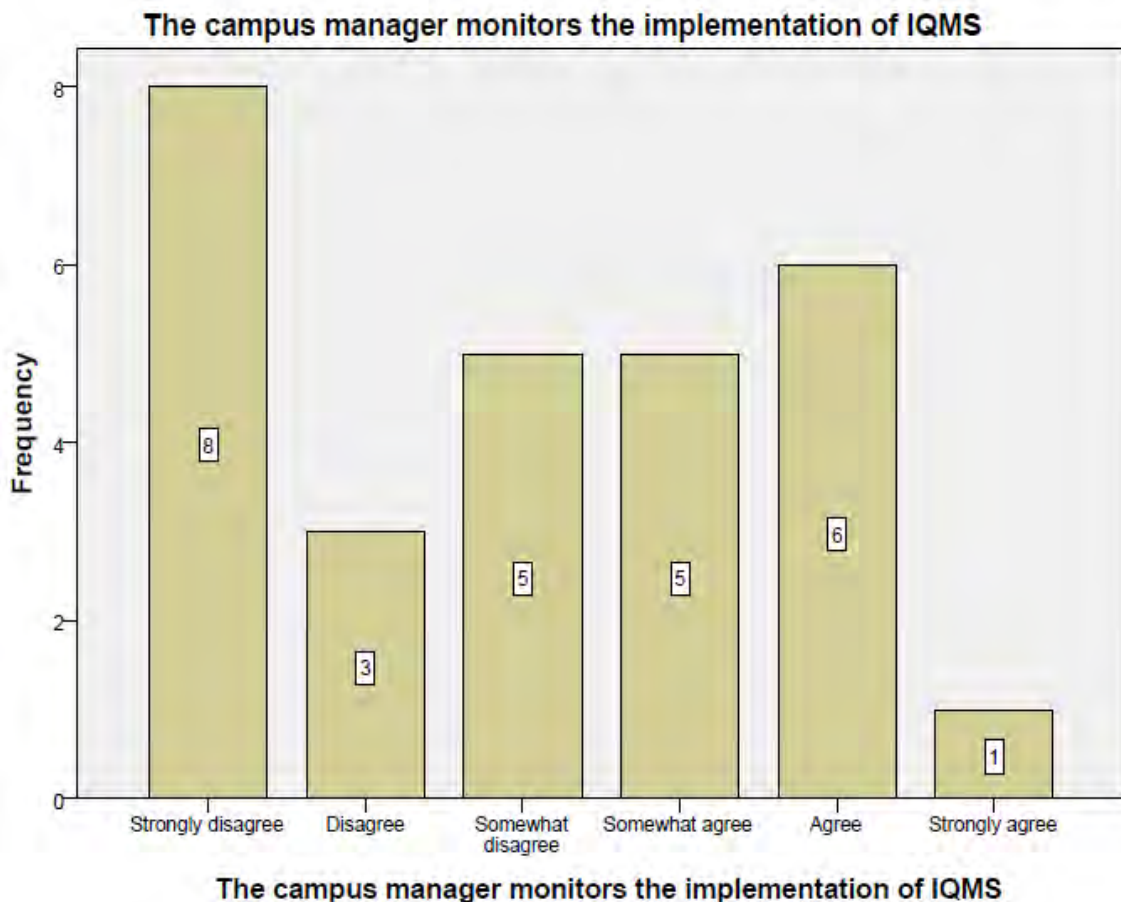
Figure 5.3: The campus manager monitors the implementation of IQMS

The graph 5.3 above reflected that majority of respondents (8) strongly disagreed, (3) disagreed while (5) of respondents somewhat disagreed, while (6) agreed, (5) somewhat agreed and only (1) respondents strongly agreed. The results implies that IQMS is not implemented the same across all campuses since the sample was drawn from 3 different campuses. This implies that majority of lecturers from other campuses believed that campus managers monitor the implementation of IQMS while other lectures have different views based on their nature of operation in their respective sites. It was observed that the monitoring of IQMS is not implemented the same across all the campuses.

Table 5.16: The SDF and CMT have developed a management plan for IQMS implementation

SDF and CMT have developed a Management Plan for IQMS implementation

		Frequency	Percent
Valid	Strongly disagree	10	35.7
	Disagree	7	25.0
	Somewhat disagree	4	14.3
	Somewhat agree	3	10.7
	Agree	3	10.7
	Strongly agree	1	3.6
	Total	28	100.0

Results presented from Table 5.16 show that the majority (35.7%) of respondents strongly disagreed, and (25.0%) disagreed while (14.3%) somewhat disagreed. The table indicates that (10.7%) somewhat agree, and also (10.7%) of the respondents agreed while only (3.6%) of the respondents strongly agreed.

The main aim of 6.2 statement is to find out whether lecturers are fully understand all the stages on IQMS stages.

Table 5.17: Representations of whether SDF has developed a School Improvement Plan

The SDF has developed a School Improvement Plan

		Frequency	Percent
Valid	Strongly disagree	11	39.3
	Disagree	10	35.7
	Somewhat disagree	4	14.3
	Somewhat agree	2	7.1
	Agree	1	3.6
	Total	28	100.0

The responses listed in Table 5.17 present that the majority of respondents (39.3%) strongly disagreed, and (35.7%) disagreed while (14.3%) were somewhat disagreeing with the statement. From the responses, only (7.1%) of the respondents were somewhat agreeing and only (3.6%) agreed with the statement. This implies that regardless of the presence of SDF in campuses but they don't develop a school improvement plan.

Table 5.18: Lecturers have undertaken self-evaluation

Lecturers have undertaken self-evaluation

		Frequency	Percent
Valid	Strongly disagree	3	10.7
	Disagree	4	14.3
	Somewhat disagree	3	10.7
	Somewhat agree	7	25.0
	Agree	5	17.9
	Strongly agree	6	21.4
	Total	28	100.0

As reflected in Table 5.18 above majority (21.4%) of respondents strongly agreed, (17.7%) agreed, and (25.0%) of respondents somewhat agreed, while (10.7%) somewhat disagreed, (14.3%) disagreed while (10.7%) strongly disagreed. As mentioned earlier, lectures had to undertake self-evaluation before any evaluation that may take place.

Figure 5.4 HR personnel provided support for improvement

HR personnel provide support for improvement
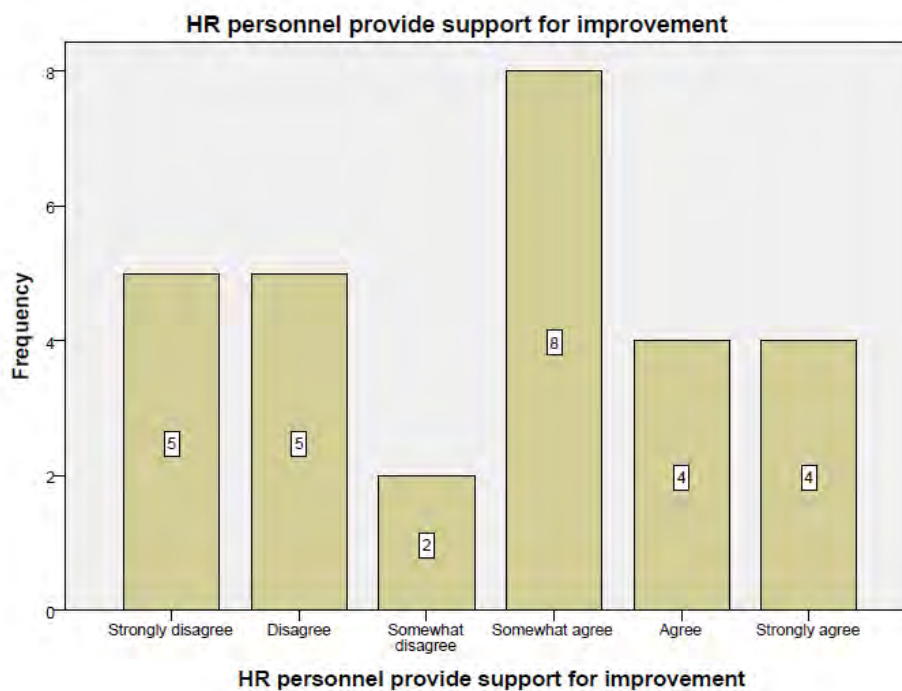
From the responses reflected in graph 5.2 above, it appears that the respondents have similar views since (5) of respondents strongly disagreed, and also (5) agreed, while there is only (2) somewhat disagreed, (8) of the respondents were somewhat agreed, (4) of the respondents agreed and also (4) respondents strongly agreed. This implies that HR provides support to

lecturers. It is clear that lecturers where confused by this statement, whether it meant looking for support in general, or with IQMS.

Figure 5.5 Graph representations of effective leadership regarding IQMS implementation

Attitude towards the implementation of IQMS

There is effective leadership regarding IQMS implementation
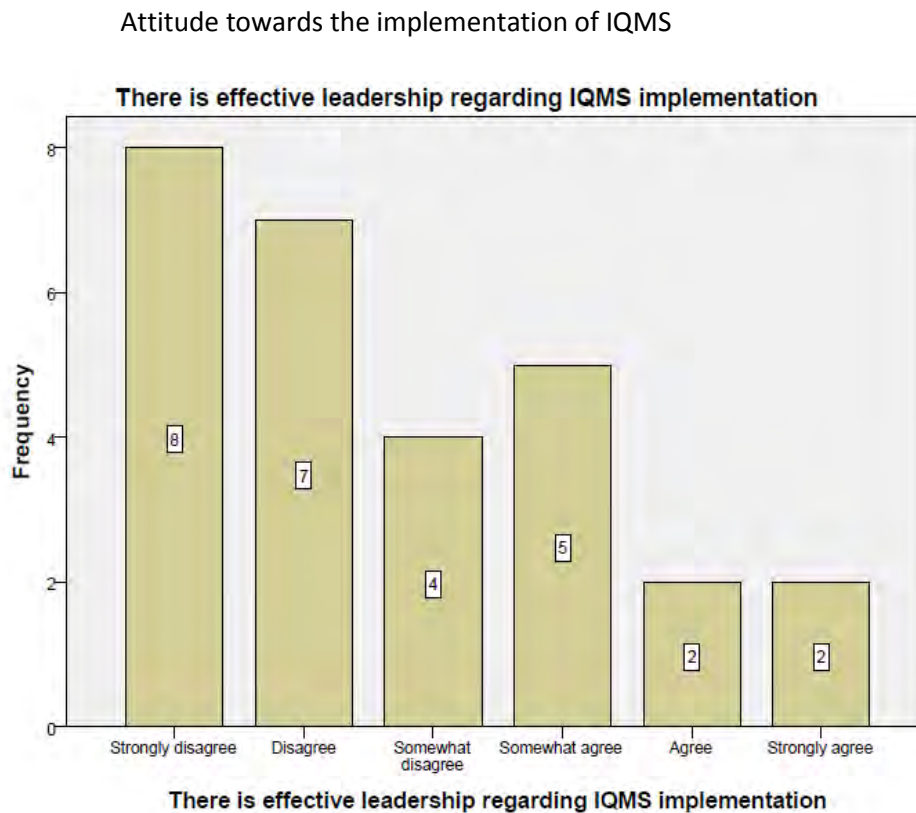
The above graph, figure 5.5 indicates that most (8) of respondents strongly disagreed, (7) disagreed, and (4) of respondents were somewhat disagreeing. There were (5) respondents who were somewhat agreed while only (2) agreed and also (2) of the respondents strongly agreed. The above results indicate that there is no effective leadership regarding IQMS implementation in Majuba TVET College and that lecturers are not quite sure who must lead the IQMS implementation.

Table 5.19: Lecturers are willing to implement IQMS

Lecturers are willing to implement IQMS

		Frequency	Percent
Valid	Strongly disagree	5	17.9
	Disagree	2	7.1
	Somewhat disagree	5	17.9
	Somewhat agree	10	35.7
	Agree	5	17.9
	Strongly agree	1	3.6
	Total	28	100.0

As indicated in the above Table5.19 presents that (17.9%) of respondents strongly disagreed, and (7.1%) agreed, while (17.1%) somewhat disagreed. The results indicates that the majority (35.7%) somewhat agreed, (17.9%) agreed and only (3.6%) were strongly agreeing. This implies that lecturers were not quite sure and they were participating because of the 1% increment not because of their purely willingness.

Table 5.20: Representations of guidance on IQMS implementation from HR and SDF

There is guidance on IQMS implementation from HR and the Staff Development Facilitator

		Frequency	Percent
Valid	Strongly disagree	8	28.6
	Disagree	6	21.4
	Somewhat disagree	6	21.4
	Somewhat agree	6	21.4
	Agree	1	3.6
	Total	27	96.4
Missing	System	1	3.6
Total		28	100.0

The results presented in Table 5.20 indicates that most (28.6%) of respondents strongly disagreed, and (21.4%) disagreed, and also (21.4%) somewhat disagreed. The table also presents that also (21.4%) somewhat agreed and only (3.6%) agreed with the statement. This implies that lectures believed that HR and SDF did not provide guidance as the only structure that can represent DSG and SDT on the IQMS implementation process to fit in TVET sector.

Table 5.21: The quality Assurance department provides support

The Quality Assurance department provides support

		Frequency	Percent
Valid	Strongly disagree	10	35.7
	Disagree	10	35.7
	Somewhat disagree	3	10.7
	Somewhat agree	5	17.9
	Total	28	100.0

Table5.21 shows that majority (35.7%) of respondents strongly disagreed, and (35.7%) disagreed, while (10.7%) somewhat disagreed, (10.7%) of the respondents somewhat disagreed and only (17.9%) somewhat agreed with the statement. The results presented by the above table suggest that lecturers believe that quality assurance did not provide any support for the IQMS implementation process.

Figure 5.6 Graph representations of campuses where respondents were drawn

There is assistance from colleagues/peers with IQMS
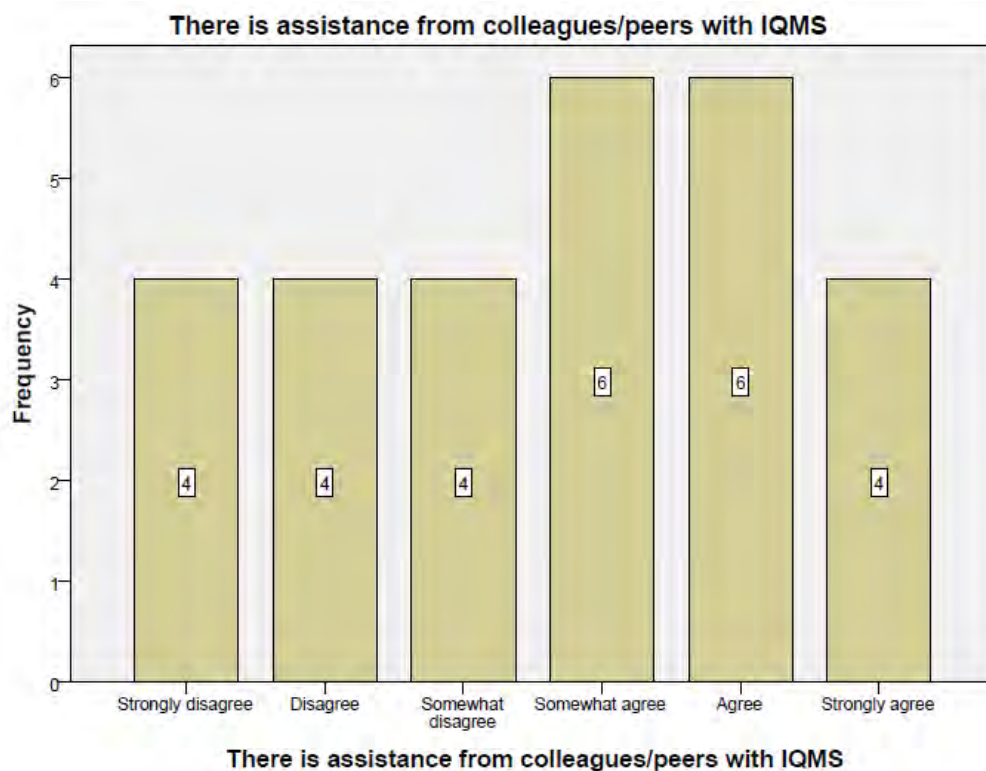
Figure 5.6 is a graph representation of the assistance from colleagues/peers with IQMS implementation. All respondents were based in TVET sector. This implies that there is validity as the researcher intended to focus on TVET sector lectures only. As reflected in the graph above, figure 5.6 (4) of the respondents strongly disagreed, (4) disagreed, (4) somewhat disagreed, most (6) somewhat agreed, (6) agreed and also (4) strongly agreed. This implies that lectures did not believe that enough assistance is provided from colleagues/peer regarding IQMS.

Table 5.22: Lecturing performance has improved due to IQMS implementation

Lecturing performance has improved due to IQMS implementation

		Frequency	Percent
Valid	Strongly disagree	10	35.7
	Disagree	8	28.6
	Somewhat disagree	2	7.1
	Somewhat agree	5	17.9
	Agree	2	7.1
	Strongly agree	1	3.6
	Total	28	100.0

The responses in the above Table 5.22, majority (35.7) strongly disagreed, and (28.6%) disagreed, only (7.1%) somewhat disagreed, and (17.9%) somewhat agreed, (7.1%) of the respondents agreed and only (3.6%) strongly agreed. This implies that lectures believed that their performance has not improved because of IQMS implementation. This suggests that IQMS has nothing to do with lectures performance since it is done once a year and lecturers may be well prepared only for their lesson when the IQMS is conducted. Pandor (2006) told the reporters in the media briefing that "while children were failing at school, teacher's evaluation sheet reflected high performance scores, through an unmonitored peer review system". This suggests that lecturers can score themselves and therefore it won't be easy to link their performance with IQMS implementation.

5.3.1 Lectures were asked the following open-ended questions:

1 What do you think is the purpose of IQMS?

The findings provided evidence that the lectures understand what IQMS could represent or its purposes, the following was presented as the purposes:

Almost all the respondents ponited out that the purpose of the IQMS is to improve the quality of teaching and learning, by identifying gaps, weakneses and areas of improvement. They also highligted evaluation of lecturers perfomance as one of the key purposes with an aim of rewarding a 1% increment with the good perfomers. Two of the respondents (lecturers) responded as follows in their own words:

003:   *"IQMS its purpose is to assist lecturers identifying the gaps on their performance, also in the teaching and learning environment and submit them to SDF/ HRM for development and training purposes. Each year an employee has to prove that there is an improvement on their working areas, if so HRM will reward an employee with an adjustment on their salaries".*

014:   *"To evaluate the competency of a lecturer and to identify areas that need improvement in terms of performance on individual's duties (teaching), to appraise the good performance observed".*

The intention of this question was to find out whether lecturers understood the purpose of IQMS. Responses from questionnaires indicate that the majority, if not all the respondents, (lecturers) understood the purpose of the IQMS as indicated above. Thus standing a chance to assist the study, in answering the study research question, which is aiming to found out, how Performance Management - IQMS is implemented at Majuba TVET College.

2 What are the resources that have been allocated to you to execute your duties?

Lectures responses included the following list of recourses that they receive as support from their respective campuses to execute their duties:

- Assessment and subject guidelines

- Computer lab with internet, projectors and air conditioners

- Stationary (white board markers) and relevant text books

- Classrooms with furniture and offices

- Bursary of R8 000 Per qualification

- Assessor, facilitator and moderator trainings

- Subject based workshops

- Templates and policy documents

- Financial support (bursaries to further their studies)

- Practicum rooms

The intention of the above question was to find out the support provided by Majuba TVET College to lecturers that enhance or improve curriculum delivery. The results presented above, indicates that lectures do receive support for their daily life operation to enhance teaching and learning.

3 Do you think Majuba TVET College is implementing IQMS appropriately? Why?

This question required a respondent to provide their own experience and observation while at Majuba TVET College. It is an open-ended question. The question will also help the study's objectives in determining the tools and techniques used by the institution to implement Performance Management –IQMS and in establishing the compliance of Majuba TVET College with IQMS requirements.

A large percentantage of respondents respondend with a big NO. They also stated a number of reasons which included the following:

- No training provided

- Lecturers are scoring themselves

- Not enough time provided

- It's done for the purpose of a 1% increament

- It's not monitored by campus management team wheather its done correctly

- No induction is done on the purpose of IQMS

- Class observation and evaluation was never conducted; IQMS is done in staffroom seating.

Some of the lecturers responded as follows in their own words:

001: *"I do not think Majuba TVET College is implementing the IQMS appropriately on the following basis:*

- *My impression is that it's just a paper exercise given the manner in which it is conducted each year.*
- *No training is conducted for facilitators (staff) to appreciate the role IQMS is supposed to play in their development.*
- *There is lack of effective leadership in IQMS implementation.*
- *There is no correlation between the improvement in lecturer performance and the IQMS of the moment because the IQMS is just a paper exercise".*

028: *"No. Firstly for a person who is new to the system you are not guided on the whole process of IQMS. No one is available to explain step by step the purpose of IQMS. What is IQMS, who qualifies to take part in the IQMS, and when is the right time to conduct IQMS among staff members.   No one wants to take responsibility for IQMS".*

Among the respondents, only a few responded who respondend positively, but claiming that there are still minor challenges within the implementation. An lecturer summed up his experience as follows:

"022: Yes but not fully. IQMS of Majuba TVET College is not properly monitored. There are no follow up on scores submitted."

The above responses revealed that lectures believed that IQMS is not implemented appropriately in Majuba TVET College. A large percentage claimed that the absence of training fails the entire IQMS implementation process within the college. Lecturers indicated that IQMS is not given enough time; it is conducted when it's already due, and it's implemented under no supervision where lecturers can score themselves high just for the purpose of a 1 % increment. This question has therefore greatly assisted the study in achieving its objective in identifying the barriers that hinder implementation of the IQMS at Majuba TVET College.

4 Provide suggestions on how best IQMS can be applied to improve your performance at work

Lecturers believed that the following should be applied to improve IQMS implementation, by doing so they bealieved that their performance can be improved at work:

- IQMS implementation should be given more time.

- Training should be provided to management and all lecturers.

- More workshops should be organised.

- Step by step guidance should be provided.

- IQMS should be implemented as per IQMS manual.

Two lecturers expressed their views in their own words as follows:

021:   *"IQMS should be conducted timeously it should be included in the strategic plan with date stipulated at the beginning of the year as that all affected stakeholders can prepare themselves and appreciate the importance of this important quality management system".*

026:   *"There must be training and guidance of what to do. The human resources department or head of department need to have a follow –up period to check that the areas that need improvement are being attended too effectively and appropriately".*

The intention of this question was to identify the perceptions of staff about the implementation of the IQMS- in Majuba TVET College. It was the last objective of this study. Moreover, the aim was to get lecturers opinion/views and ideas on how it can be improved or advanced.

5.4 SUPPORT STAFF FROM CENTRAL FINDINGS AND ANALYSIS

Table 5.23: The IQMS plan has been widely communicated to lecturers

Count

The IQMS plan has been widely communicated to lecturers		Strongly disagree	Disagree	Total
Department	Human Resource	0	1	1
	Curriculum Office	2	1	3
	Quality Assurance	0	1	1
Total		2	3	5

Most of the respondents (3) presented in the above Table 5.23, disagreed and (2) of the respondents strongly disagreed with the statement. This clearly indicates that lecturers are not aware of IQMS since all respondents strongly and disagreed with the statement. This satisfies the objective of the study in determining tools and techniques used by the institution to implement Performance Management –IQMS within the College. It implies that IQMS plan is communicated to lectures by central office as it supposed to.

Table 5.24: All lecturers have received IQMS training

Count

All lecturers have received IQMS training		Strongly disagree	Disagree	Total
Department	Human Resource	1	0	1
	Curriculum Office	2	1	3
	Quality Assurance	1	0	1
Total		4	1	5

From the results presented in Table 5.24, it appears that all the respondents were not in favour of the statement, since (4) of respondents strongly disagreed and only (10 of the respondents disagreed. This implies that the central office did not provide the necessary IQMS training to all the lecturers. This will satisfy the objectives of the study in establishing the compliance of Majuba TVET College with IQMS requirements. As reflected in Table 5.24, it appears that the central office is not complying with the ELRC's Collective Agreement 8 of 2002. This question was aimed at finding out whether the central office (all departments that are involved in academic services) play their role in ensuring that lecturers receive the necessary training on IQMS, as it ensures improving the quality of education.

Table 5.25: Lecturers understand IQMS as a whole

Count

Lecturers understand IQMS as a whole		Strongly disagree	Disagree	Total
Department	Human Resource	0	1	1
	Curriculum Office	2	1	3
	Quality Assurance	0	1	1
Total		2	3	5

The responses listed in Table 5.25 above shows that (2) of the respondents strongly disagreed, while (3) of the respondents disagreed. This implies that Majuba TVET lecturers do not understand IQMS as a whole, since the training that was supposed to be given to them, was not conducted.

Table 5.26: Lecturers understand their role within the Majuba TVET system

Count

Lecturers understand their role within the Majuba TVET system		Disagree	Somewhat disagree	Somewhat agree	Total
Department	Human Resource	1	0	0	1
	Curriculum Office	2	1	0	3
	Quality Assurance	1	0	0	1
Total		4	1	0	5

As reflected in Table 5.26 above, the majority (4) of the respondents disagreed while only (1) of the respondents somewhat disagreed. This means Majuba TVET lecturers do not understand what is expected of them, within the college system. This question in this study has the potential to equip the senior management of Majuba TVET College with the baseline information for lecturer understanding of their role within the college and central office. The above mentioned departments in particular, should design the operational plan on how they should conduct training and awareness to lecturers about their key performance areas and what is to be expected from them, to ensure quality education and to improve their performance.

Table 5.27: Lecturers understand how IQMS integrates with other initiatives in place

Count

Lecturers understand how IQMS integrates with other initiatives in place		Strongly Disagree	Disagree	Somewhat agree	Total
Department	Human Resource	0	1	0	1
	Curriculum Office	0	2	1	3
	Quality Assurance	1	0	0	1
Total		1	3	1	5

Table 5.27 indicates that (1) of the respondents strongly disagreed, majority (3) disagreed, while only (1) somewhat agreed. The results show that support staff members from central office believed that lectures in Majuba TVET College do not understand how IQMS integrates with other initiatives in place. Moreover, during the discussion with one of the officials during the collection of the questionnaires, the respondent mentioned that lecturers are sent to assessor, facilitation and moderation workshops to assist lecturers to improve their capacity in their daily duties of teaching but, the respondent feels that the lecturers won't see how these workshops integrate with the IQMS.

Table 5.28: A functional and coordinated IQMS team is in place

Count

A functional and coordinated IQMS team is in place		Strongly disagree	Disagree	Total
Department	Human Resource	1	0	1
	Curriculum Office	1	2	3
	Quality Assurance	1	0	1
Total		3	2	5

As reflected in Table 5.28 above, the majority (3) of the respondents strongly disagreed while (2) of the respondents disagreed with the statement. This means that within Majuba TVET College there are no functional and coordinated teams in place to implement IQMS. The respondent from quality assurance even indicated that IQMS is not within the scope of quality assurance department.

Table 5.29: Management is committed to the successful implementation of IQMS

Count

Management is committed to the successful implementation of IQMS		Disagree	Somewhat disagree	Somewhat agree	Total
Department	Human Resource	0	0	1	1
	Curriculum Office	2	0	1	3
	Quality Assurance	0	1	0	1
Total		2	1	2	5

As indicated in Table 5.29, (2) of the respondents disagreed while only (1) of the respondents somewhat disagreed and (2) of the respondents somewhat agreed with the statement. This means that central office support staff is not sure about Majuba TVET management commitment to IQMS implementation.

Table 5.30: IQMS is implemented the same across all campuses

Count

IQMS is implemented the same across all campuses		Strongly disagree	Disagree	Total
Department	Human Resource	1	0	1
	Curriculum Office	1	2	3
	Quality Assurance	0	1	1
Total		2	3	5

Table 5.30 indicates that (2) of the respondents strongly disagreed and most (3) of the respondents disagreed. This implies that IQMS is not implemented the same across all Majuba TVET College campuses.

Table 5.31: IQMS is implemented in accordance with guidelines

Count

IQMS is implemented in accordance with guidelines		Strongly disagree	Disagree	Total
Department	Human Resource	0	1	1
	Curriculum Office	2	1	1
	Quality Assurance	1	0	3
Total		3	2	5

As indicated in Table 5.31 above, most (3) of the respondents strongly disagreed while (2) of the respondents disagreed. This means that Majuba TVET College is not implementing the IQMS as its guideline. This statement satisfies the objectives of the study in establishing the compliance of Majuba TVET College with IQMS requirements as it stipulated in the ELRC's Collective Agreement 8 of 2003.

Table 5.32: Amendments to IQMS are done in writing

Count

Amendments to IQMS are done in writing		Disagree	Somewhat disagree	Somewhat agree	Total
Department	Human Resource	0	0	1	1
	Curriculum Office	1	2	0	3
	Quality Assurance	1	0	0	1
Total		2	2	1	5

The responses as reflected in Table 5.32, indicates that (2) of respondents disagreed, and also (2) somewhat disagreed, while only (1) respondent somewhat agreed with the statement. This implies that respondents were not quite sure whether amendments are made the IQMS.

Table 5.33: IQMS assesses lecturer performance accurately

Count

* IQMS assesses lecturer performance accurately		Strongly Disagree	Disagree	Somewhat agree	Total
Department	Human Resource	0	1	0	1
	Curriculum Office	0	2	1	3
	Quality Assurance	1	0	0	1
Total		1	3	1	5

Table 5.33 presents the results of whether IQMS assesses lecturer performance accurately. Responses are presented as follows; (1) respondent strongly disagreed, most (3) respondents disagreed and only (1) respondents agreed with the statement. This means IQMS is not assessing a lecturer's performance accurately. This concurs with Khumalo's (2008:33) three points that inhibit the IQMS implementation. These challenges includes, rating error- caused by kindness, fear of enemies or confrontation with insubordinates. This implies that there is subjectivity in IQMS implementation process. Moreover, IQMS makes a performance judgement based on the scores conducted in one day, and not continuously during the course of the year.

Table 5.34: IQMS awards salary increments based on performance fairly

Count

IQMS awards salary increments based on performance fairly					
		Strongly Disagree	**Disagree**	**Somewhat agree**	**Total**
Department	Human Resource	0	1	0	1
	Curriculum Office	1	2	0	3
	Quality Assurance	0	1	0	1
Total		1	4	0	5

Table 5.34 indicates that most (4) respondents disagreed and only (1) of the respondent strongly disagreed. This means that central office support staff believed that IQMS is not awarding lectures salary increments based on their performance fairly. All lecturers receive 1 % increment regardless of their level of performance.

Table 5.35: The implementation of IQMS has improved teaching and learning

Count

The implementation of IQMS has improved teaching and learning				
		Disagree	**Somewhat Disagree**	**Total**
Department	Human Resource	0	1	1
	Curriculum Office	2	1	1
	Quality Assurance	1	0	1
Total		3	2	5

Table 5.35 shows that most (3) of the respondent disagreed and only (2) of the respondents somewhat disagreed. This indicates that central office support staffs don't believe that IQMS implementation has a positive impact on teaching and learning.

5.4.1 Support Staff were asked the following open-ended questions:

(HR/QUALITY ASSURANCE AND CURRICULUM)

1 Do you think Majuba TVET College is implementing IQMS appropriately? Why?

The intention of this question was to achieve the following objectives of the study:

- To determine the tools and techniques used by the institution to implement Performance Management –IQMS.

- To establish the compliance of Majuba TVET College with IQMS requirements and;

- To identifying the barriers that hinder implementation of the IQMS at Majuba TVET College.

Through this question, the purpose was to explore whether Majuba TVET College implemented the IQMS accordingly. The findings presented from the responses indicate that the majority of the respondents claim that Majuba is not implementing IQMS appropriately. The following factors were highlighted from the respondents;

- IQMS is the tool that was formulated for basic education not TVET therefore the policy doesn't fit the TVET sector. It requires some adjustment, and it's not easy for the college (Majuba) to implement accordingly.

- IQMS is just a paper work exercise which is done under no supervision for the purpose of 1 % increment.

- Lack of IQMS insight from management.

- Inadequate training provided to lecturers.

Other support staff from different departments expressed themselves as follows in their own words:

NL 02:   *"No. The policy has not been implemented fully and as envisaged by the policy authors".*

NL 03:   *"No, IQMS is done just for submission purpose. If is not implemented in the true sense of the word. It is going to be difficult to call people to do the right thing again".*

2 Comment on what you consider to be the desired objectives of IQMS and the reality of its implication in Majuba TVET College.

All respondents pointed out the evaluation of performance, improve quality of teaching and learning by improving the performance of the lecturer, and identifying gaps and areas of where a lecturer needs training.

The respondents stated as follows and in their own words:

NL 01:   *"The purpose of IQMS is to evaluate the performance of an educator to identify their strengths and weaknesses and provided learning where required. Currently none of the above is being done at Majuba as the IQMS is only used to get a salary increment".*

NL 02:   *"The IQMS is intended to evaluate a lecturer's performance holistically. The performance of educators, in class, whilst teaching is in progress, is not adequately implemented, across all sites, in a standardized fashion. Accordingly, the development of individual training plans is impacted on negatively".*

This question was designed to explore the IQMS understanding from support staff and get their perception through their observation, moreover to do a comparison of what they believed is the desired objective versus what is actually happening with regard to IQMS implementation. This satisfied the objectives of the study in establishing the compliance of Majuba TVET College with IQMS requirements.

3 Provide suggestions on how best IQMS can be applied to improve your performance at Majuba TVET College.

From the support staff perspective from central office (HR, QUALITY ASSURANCE/ CURRICULUM) the following findings were established:

- Almost all respondents felt that training should be provided to management and lecturers as well about the policy itself (IQMS)

- Guidance, supervision should be in place for lecturers

- The college should implement the IQMS as per IQMS Manual

- IQMS implementation should be given enough time

The respondents summed up their observation as follows:

NL 02:   *"IQMS needs to be implemented as per policy, with evaluation occurring over the entire academic year, in order to provide support to educators, as envisaged by the policy.*

A correction must exist between the performance of the campus and the scoring of the individual. To this end, moderation needs to ensure consistency. IQMS evaluations need to be aligned to the College Year Plan, so that evaluations are meaningful".

NL 04:   *"A correct training of managers who will be disseminating IQMS systems to all staff. A team needs to be formed who will assess and signed all forms for submission. Identification of training for those needs to be trained accordingly to HRA's specified by managers during strategic planning"*.

The above answer has given the researcher some indication of how IQMS is implemented in Majuba TVET College. The responses satisfied the objectives of identifying the perceptions of staff about the implementation of the IQMS- in Majuba TVET College.

5.5 Application of 5 C protocol based on the study findings

IQMS goals	Content	Context	Commitment	Capacity	Client and Coalitions
The Integrated Quality Management System (IQMS) has been designed for the following reasons: Preparing an environment for teacher development, To monitor the overall effectiveness of the institution To evaluate the performance of the educator and determine competence To identify specific needs of educators, colleges and the FET Directorate for support and development, and; To promote development.	The findings evidenced that IQMS is both regulatory and distributive. It is **Regulatory** in a sense that it intends to regulate teaching and learning in public schools by promoting accountability and monitor an institution's overall effectiveness and to evaluate an educator's performance. **It is distributive in a sense:** There is budget set aside for performance appraisals in a form of salary progression based on the result of the (IQMS) implementation. This is then distributed among those who have performed The definition by Respondents were as follows: IQMS was designed for basic	Through the study findings, participants indicated that; there is a lack of integrated approaches in the implementation both internal and external policy actors such as DHET, HR AND Management. Lectures don't receive appropriate training As a result, lecturers have little knowledge about IQMS implementation. IQMS implementation is not monitored by campus managers, HR and quality assurance. IQMS implementation process is not coordinated accordingly. As a result, No enough time is allocated for IQMS implementation it conducted on	Through the study findings , participants indicated that; Lack of commitment from central office failed IQMS Implementation process how to run the process. Study indicates that Lecturers are willing to participate to IQMS but their willingness is subjected to the support they receive from management this includes how they are treated, availability of resources and fair distribution of resources. To this end Brynards (2005:265) point out that there is link between ability to do the job and the willingness to do a job. For lecturers to be committed and dedicated in their work it calls for people who are passionate, goal driven, who have personal development	Through the study findings lecturers indicated that; There is adequate infrastructural such as buildings and other necessary technological resources such as systems and resource centres and physical manpower. There is a provision of bursary assistance of R8000 per qualification for those studying. There are capacity building training such as facilitator, assessor and moderation programs for teaching staff. However there is a lack of support and training in relation to IQMS	Through the study findings , lecturers indicated that Weak culture stakeholders coordination in IQMS implementation, client and coalition state that there should be a consultation to provide synergize the implementation process. It appeared that the implementation is more of a top-down approach lectures are instructed on what to do on last minute. There are no platforms of engagement and consultation with representation of all affected stakeholders such as management, HR senior lectures , junior lectures DHET unions to deal with implementation challenges There are claims that performance bonuses are applied across the board regardless whether one has performed or not as long IQMS scores are high, which probes complaints and demotivate lectures to perform

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education system not TVET sector. The score sheets don't speak to lecturer's job description. Lectures evaluation is a once of activity as per the IQMS manual, therefore lecturers can relax after the once it's conducted for that academic period. IQMS merits award 1% progression is implemented across the board regardless of individual performance scores which defeats the purpose	last munities just for submission Lack of IQMS insight from the management Lecturers scored themselves not by their supervisors and peers. It is done in staffroom seating with their friends which lead to biasness with scoring not conducted in a form of class visit observation IQMS plan is not communicated effectively from central office. Ineffective leadership regarding IQMS implementation None existence of school improvement plan and management plan for IQMS implementation. The implementation is a tick box exercise, to comply with the policy, it's a routine exercise.	plan and also who are willing to learn and serve others. The commitment by Amajuba TVET was evident through the provision of Salary adjustment after lecturers who study and complete their further qualification which in turn motivate the lectures to study A commitment was further evident by Majuba TVET College through provision of R8000 as bursaries assistance per qualification to its staff members who are studying. Furthermore it was indicated that Majuba TVET College provide assessors, facilitation and moderation training.	Implementation Lack of IQMS insight and understanding from management as one respondent from HR indicated He does not know what exactly is expected of him in line with IQMS. Lectures don't receive appropriate training on IQMS implementation Ineffective leadership regarding IQMS implementation. Lecturers lack to develop their Personal Growth Plan (PGP) – this put the whole IQMS implementation in a dilemma cause PGP indicates areas where lectures need support.	.

5.5.1 Discussion

Viewing the theoretical perspective, the above brings to light certain factors that affect policy implementation. It's been evident that Majuba TVET College has adequate and tangible resources to implement the objectives of the IQMS policy, but it lacks the important tangible resources, in as far as IQMS implementation is concerned. These include leadership motivation, skills and expertise. This resonates with what Lipsky (1989) says which is that policies are nothing but statements which requires a street level bureaucrat to put them into action. Furthermore Brynard argues that you can have all the resources and enough physical manpower but the lack of commitment from those that are charged with responsibility for implementation, can have a serious effect on the implementation. The implementation is a tick box exercise, to comply with the policy; it's a routine exercise that is not conducted satisfactorily.

5.6 CONCLUSION

The previous chapter presented and discussed the findings and analysis of performance management using the case study focus. The findings were presented according to themes of similar ideas and information on questionnaires that is in the form of closed ended questions which was presented in graphs and tables. The results of the study revealed that Majuba TVET College is not implementing IQMS appropriate as per ELRC's Collective Agreement 8 of 2003. Therefore much needs to be done to improve the implementation process. The following chapter will present the conclusions and recommendations of this study.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The purpose of this study was to seek to evaluate the performance management practices at Majuba TVET College in implementing the IQMS and to examine the attitudes and perceptions of the staff towards the implementation of IQMS in Majuba TVET by looking inwards in order to understand the implementation process and to identify issues that threaten implementation and the effectiveness of the IQMS. This study compares the IQMS requirements and principles with college practices guided by literature reviews which provide insight about both these variables. This chapter will present the main conclusions and recommendations drawn from the study.

6.2 CONCLUSIONS

This study was guided by research questions, namely:

- How is the IQMS implemented at Majuba TVET College?

- To what extent is the college complying with the specific requirements of the IQMS?

- What are the barriers to successful implementation of the IQMS at the college?

- What are the perceptions and attitudes of the staff about the implementation of the IQMS at the college?

To answer these questions, the researcher designed objectives as indicated below.

6.2.1 SYNOPSIS OF THE STUDY TO THE STUDY OBJECTIVES

This study seeks to achieve the following objectives:

Objective 1: To determine tools and techniques used by the institution to implement Performance Management -IQMS.

In light of the public policy implementation being an essential part of public policy process. The researcher aimed at determining tools and instruments used by Majuba TVET College to implement IQMS. In pursuing the first objective of the study, the researcher identified the IQMS manual and TVET College practices. The study revealed that Majuba TVET College used the IQMS manual since ELRC's Collective Agreement 8 of 2003 indicates that.

Objective 2: To establish the compliance of Majuba TVET College with IQMS requirements.

The second objective of the study was achieved by focusing on the theoretical framework of the IQMS document, versus the College practices. In light of the public policy implementation being essential part of public policy process, the researcher wanted to find out whether Majuba implement IQMS accordingly. The results of the study revealed that Majuba TVET College is not complying with what is stipulated in the ELRC's Collective Agreement 8 of 2003. The following was discovered by the study:

- Lecturers don't receive the appropriate training ;

- As a result, lecturers have little knowledge about IQMS implementation;

- Respondents believed that IQMS implementation is not monitored by campus managers or by relevant stakeholders;

- Through the lecturer's observation and experience, IQMS is done in a staffroom setting with their friends, whom leads to bias with scoring not conducted in a form of class visit observation and lecturers did the scoring themselves. It was not done independently by their supervisors and peers;

- The IQMS plan is not communicated effectively from central office to campuses;

- Ineffective leadership regarding IQMS implementation;

- No existence of school improvement plan and management plan for IQMS implementation; and

- The implementation is a tick box exercise; it's a routine exercise just to comply with the department requirement and for 1 % salary progression.

Objective 3: To identify the barriers that hinder implementation of the IQMS at Majuba TVET College.

The researcher used the data analysis from the literature review, the questionnaire to obtain challenges faced by Majuba TVET College in implementing IQMS.   The results presented the following challenges:

- There is a lack of an integrated approach in the implementation both internal and external policy actors such as DHET, HR and Management;

- Respondents felt that IQMS manual was designed for Department of Basic Education not for the TVET sector;

- Training and capacity building constraints;

- Lack of clarity of roles;

- IQMS implementation process is not coordinated accordingly;

- Lecturers scored themselves;

- As a result, not enough time is allocated for IQMS implementation. It was conducted at the last minutes just for submission;

- Lack of IQMS insight from the management; and

- Poor leadership;

The above mentioned result of the study matches the challenges expressed by the literature review on public policy implementation. Therefore this suggests the need for a public policy implementation model such as 5C protocol, as a viable approach in addressing the above challenges.

Objective 4: To identify the perceptions of staff about the implementation of the IQMS-in Majuba TVET College

This objective was achieved after a comprehensive data analysis from questionnaires, the questions directed to lecturers, support staff (HR, CURICULLUM, and QUALITY ASSURANCE) where participants expressed their views, ideas and experiences.

The study revealed the following factors;

- A majority of respondents revealed that IQMS implementation is a challenge since most lecturers are not well informed about IQMS and never received appropriate training.

- The lecturers have little knowledge about IQMS as a whole.

- Lecturers are willing to cooperate provided they provide guidance, support and training.

- A Lack of monitoring by central, campus management does not give true reflection of the IQMS outcome.

- Lecturers felt that IQMS does not fulfil its purpose adequately since it's not implemented accordingly and also it's a once off exercise after its conducted lecturers can just relax.

- Participants are not happy with a 1% as a standard appraisal award regardless whether individual performs well or not.

- Senior management is not committed to IQMS implementation. and

- Lectures are not certain about who should lead the IQMS implementation process.

6.3 RECOMMENDATIONS

The recommendations are based on the literature review of the study and empirical findings which suggest that Majuba TVET College should do the following:

- DHET should review IQMS manual to suite TVET sector and review the evaluation sheets to be aligned with the job description of lecturers;
- There should be an integrated approach to the implementation by both internal and external policy parties such as DHET, HR and Management. Each structure should know what expected or what mandate to execute;
- Introduction of extensive and comprehensive training approach and IQMS capacity building; it has been observed that among other reasons for poor IQMS implementation, is the fact that lectures were not trained.
- Lecturers should be trained yearly to ensure that lecturers understand the policy and are updated;
- Central office, HR in particular should provide necessary support to lecturers;
- Establish an internal organizational structure that will includes central office coordinator and campus managers;
- IQMS implementation process should be communicated across and done timeously;
- Involvement of union structures in stages of implementation process;

- Evaluation should be conducted in a form of class observation and not in the staff rooms, and scores should be done by peers and seniors not lectures to score themselves.
- Campus managers should design strategies to monitor IQMS implementation in their respective campuses and provide support to lecturers whilst tracking the IQMS implementation process.

6.4 CONCLUSION

The overall conclusion of the study revealed that there is a mismatch between IQMS requirements and Majuba TVET College practices. The results of the study revealed that Majuba TVET College is not implementing IQMS appropriate as per ELRC's Collective Agreement 8 of 2003. This study can further conclude that Majuba TVET College lecturers have little knowledge about IQMS implementation. Therefore much needs to be done to improve the implementation process.

The study indicates that there are some challenges regarding, lack of communication, lack of IQMS training, and the implementation its self (how it's conducted), lack of support, lack of school development plan by SDF and coordination from central office (HR), campus managers and Head of Departments. Therefore the recommendation is to improve IQMS implementation at Majuba TVET College; to improve lecturer's performance and to ensure quality of teaching and learning in TVET sector.

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QUESTIONNAIRE TO LECTURERS

To the respondents:

This questionnaire is meant for gathering information on the implementation of Integrated Quality Management System (IQMS). It is only meant to fulfil the requirement for the study of Masters in Policy Development Studies. You are assured of the confidentiality of the data collected. Your names will not be mentioned in the report. No confidential data will be published without of the participants. Thus, the respondents are assured of anonymity of information.

NB: This questionnaire consists of two sections, section A and section B. It's also consist of open questions and closed questions. For closed questions, answer by making a tick in a selected box. For open questions, elaborate as possible as you can. If the space is not enough, you may attach a loose sheet.

SECTION A: PERSONAL AND GENERAL INFORMATION

Please answer the following questions by circling the correct code or by filling in your answer in the space provided.

1. What is you Gender?	
Female	01
Male	02

2. How many years of teaching experience within the TVET sector?

0-3	1
4-6	2
7-9	3
10-12	4
13 years and over	5

3. What is your current post level?

PL1	1
PL2	2
PL3	3

4. Which campus you coming from?

DTC	1
IT& B	2
CPD	3

SECTION B: IQMS IMPLEMENTATION/ BARRIERS AND PERCEPTIONS

Please remember that this is not a test of your competence. Mark your opinion by crossing the appropriate number/code with an X on the scale provided for each question.

Please indicate to what extent you agree/disagree with each of the following statements.

Give your opinion using the following 6-point scale:

6. Agree strongly

5. Agree

4. Partially agree(leaning more to agreeing)

3. Partially disagree(leaning more to disagreeing)

2. Disagree

1. Disagree strongly

Example: Campus manager of my campus is supportive.

(If you agree but not strongly then mark 5 as follows)

STRONGLY   STRONGLY

1	2	3	4	5 **X**	6

DISAGREE   AGREE

5. INDICATE TO WHAT EXTENT YOU AGREE/DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS REGARDING THE TRAINING FOR IQMS IMPLEMENTATION AT YOUR COLLEGE/CAMPUS.

5.1 Lecturers understand IQMS.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.2 Lecturers received training of IQMS implementation in the campus.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.3 Lectures were not aware of IQMS training.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.4 Training was conducted by the Human Resource personnel.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.5 Training was conducted by the Campus Manager.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.6 Training was conducted by Head of Department.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.7 Training was effective to help lecturers with the implementation of IQMS.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.8 All lecturers received training material.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.9 The quality of training material was of good quality.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5.10 The campus has elected a Staff Development Facilitator.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

6. **ADMINISTRATION AND DOCUMENTS TO BE USED IN THE IMPLEMENTATION PROCESS**.

6.1 The campus manager monitors the implementation of IQMS.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

6.2 The SDF and CMT have developed a Management for IQMS implementation.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

6.3 The SDF has developed the School Improvement Plan (SIP).

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

6.4 All lecturers have undertaken self-evaluation.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

The Human Resource Personnel support for improvement to educators from time to time.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

7.   ATTITUDE TOWARDS THE IMPLEMENTATION OF IQMS.

7.1 There is effective and efficient leadership regarding the implementation

   process.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

7.2 There is willingness on the part of lecturers towards implementation of IQMS.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

7.3 Guidance from the Human Resource Personnel and Staff Development Facilitator.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

7.4 Quality Assurance department have provided support.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

7.5 Assistance from peers with implementation of IQMS.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

7.6 Lecturer's performance has improved due to IQMS.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

8.   What do you think is the purpose of IQMS?

----

9. What resources that has been allocated to you to execute your duties?

----

10. Do you think Majuba TVET College is implementing IQMS appropriately? Why?

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11. Provide suggestions on how best IQMS can be applied to improve your performance at work.

Thank you for your time and co-operation in completing this questionnaire.

QUESTIONNAIRE TO QUALITY ASSURANCE AND HUMAN RESOURCE PERSONNEL

To the respondents:

This questionnaire is meant for gathering information on the implementation of Integrated Quality Management System (IQMS). It is only meant to fulfil the requirement for the study of Masters in Policy Development Studies. You are assured of the confidentiality of the data collected. Your names will not be mentioned in the report. No confidential data will be published without of the participants. Thus, the respondents are assured of anonymity of information.

NB: This questionnaire consists of two sections, section A and section B. It's also consisted of open questions and closed questions. For closed questions, answer by making a tick in a selected box. For open questions, elaborate as possible as you can. If the space is not enough, you may attach a loose sheet.

SECTION A: PERSONAL AND GENERAL INFORMATION

Please answer the following questions by circling the correct code or by filling in your answer in the space provided.

---

1. What is you Gender?	
Female	01
Male	02

2. How many years of experience in your position within the TVET sector?

0-3

	1
4-6

| | 2 |
7-9

| | 3 |
10-12

| | 4 |
13 years and over

| | 5 |

3. What is your current post level?

PL1

	1
PL2

| | 2 |
PL3

| | 3 |
PL 4

| | 4 |

Please remember that this is not a test of your competence. Mark your opinion by crossing the appropriate number/code with an X on the scale provided for each question.

Please indicate to what extent you agree/disagree with each of the following statements.

Give your opinion using the following 6-point scale:

6. Agree strongly

5. Agree

4. Partially agree(leaning more to agreeing)

3 Partially disagree(leaning more to disagreeing)

2. Disagree

1. Disagree strongly

Example: The Principal of the college is supportive.

(If you agree but not strongly then mark 5 as follows)

STRONGLY   STRONGLY

1	2	3	4	5 **X**	6
DISAGREE					AGREE

3. The IQMS plan has been widely communicated to all lecturers.
STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

4. All lecturers have been trained on IQMS.
STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

5. Lecturers understand the content of the system as a whole and various components within it.
STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

6. Each lecturer understands his/her role within the Majuba TVET College system.
STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

7. Lecturers understand how the IQMS integrates with other initiatives and plans already in place.
STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

8. A functional and coordinated IQMS team is established.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

IMPLENTATION ASPECTS

9. Management is committed to successful implementation of IQMS.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

10. IQMS implementation is the same across all campuses.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

11. Implementation of IQMS is carried out in accordance with established policies and guidelines.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

12. Amendments to IQMS are done in writing.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

13. IQMS is assessing lecturer's performance accurately.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

14. IQMS is an appropriate tool for salary increment based on an individual lecturer's performance.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

15. Since the implementation of the IQMS teaching and learning have been improved.

STRONGLY   STRONGLY

1	2	3	4	5	6

DISAGREE   AGREE

16. Do you think Majuba TVET College is implementing IQMS appropriately? Why?

----

17. Comment on what you consider to be the desired objectives of IQMS and the reality of its implication in Majuba TVET College.

----

18. Provide suggestions on how best IQMS can be applied to improve your performance at Majuba TVET College.

Thank you for your time and co-operation in completing this questionnaire.

Informed Consent Document

Dear Participant

My name is Lindelani Clement Mchunu (*211556069*). I am a Masters candidate studying at the University of KwaZulu-Natal, Pietermaritzburg Campus. The title of my research is: An Evaluation of Performance Management: A case Study of Integrated Quality Management System (IQMS) Implementation in Majuba TVET College in the KwaZulu-Natal, South Africa. The aim of the study is to examine the compliance of Majuba TVET College in implementing the IQMS, Performance Measurement System and the attitudes and perceptions of the staff towards the implementation of IQMS in Majuba TVET College in the KwaZulu-Natal, South Africa by looking inwards in order to understand the implementation process. This study will match the IQMS requirements and principles against College practices. I am interested in your opinion so as to share your experiences and observations on the subject matter.

Please note that:

- The information that you provide will be used for scholarly research only.
- Your participation is entirely voluntary. You have a choice to participate, not to participate or stop participating in the research. You will not be penalized for taking such an action.
- Your views in this questionnaire will be presented anonymously. Neither your name nor identity will be disclosed in any form in the study.
- The questionnaire will be handed out and collected in the period of 2 days.
- The record as well as other items associated with the questionnaire will be held in a file accessible only to me and my supervisors. After a period of 5 years, in line with the rules of the university, it will be disposed by shredding and burning.
- If you agree to participate please sign the declaration attached to this statement (a separate sheet will be provided for signatures)

I can be contacted at: School of Social Sciences, University of KwaZulu-Natal, Pietermaritzburg Campus, Scottsville, Pietermaritzburg. Email: mamli@webmail.co.za Cell: 083 309 6191.

My supervisor is Mr Mark Rieker who is located at the School of Social Sciences, Pietermaritzburg Campus, of the University of KwaZulu-Natal. Contact details: email riekerm@ukzn.ac.za   Phone number: 033 260 5619.

The Humanities and Social Sciences Research Ethics Committee contact details are as follows: Ms Phumelele Ximba, University of KwaZulu-Natal, Research Office, Email: ximbap@ukzn.ac.za,Phone number +27312603587.

Thank you for your contribution to this research.

DECLARATION

I……………………………………………………………… *(Full names of participant*) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire. I understand the intention of the research. I hereby agree to participate.

I consent / do not consent to have this interview recorded (if applicable)

SIGNATURE OF PARTICIPANT   DATE

 …………………………………………………………………………………