

UNIVERSITY OF PRETORIA

**Accountability and professional development: enacting the Integrated Quality
Management System at different South African schools**

VENISE JOUBERT

UNIVERSITY OF PRETORIA

**Accountability and professional development: enacting the Integrated Quality
Management System at different South African schools**

by

VENISE JOUBERT

submitted in partial fulfilment of the requirements for the degree

MAGISTER EDUCATION

In the

DEPARTMENT OF EDUCATION MANAGEMENT AND POLICY STUDIES

Faculty of Education

at the

UNIVERSITY OF PRETORIA

Supervisor: Prof Everard Weber

August 2016

DECLARATION

I declare that the thesis, which I hereby submit for the degree Magister of Education at the University of Pretoria, is my own work and has not previously been submitted by me for a degree at this or any other tertiary institution.

ETHICS CLEARANCE CERTIFICATE



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA
Faculty of Education

RESEARCH ETHICS COMMITTEE

CLEARANCE CERTIFICATE

CLEARANCE NUMBER:

EM 15/07/01

DEGREE AND PROJECT

MEd

Accountability and professional development: enacting the Integrated Quality Management System at South African schools

INVESTIGATORS

Venise Joubert

DEPARTMENT

Education Management and Policy Studies

APPROVAL TO COMMENCE STUDY

1 September 2015

DATE OF CLEARANCE CERTIFICATE

29 August 2016

Please note:

For Master's application, Ethics Clearance is valid for 2 years

For PhD application, Ethics Clearance is valid for 3 years

CHAIRPERSON OF ETHICS COMMITTEE:

Prof Liesel Ebersöhn

CC

Bronwynne Swarts
Everard Weber

This Ethics Clearance Certificate if issued subject to the following conditions:

1. A signed personal declaration of responsibility
2. If the research question changes significantly so as to alter the nature of the study, a new application of ethical clearance must be submitted
3. It remains the student's responsibility to ensure that all the necessary forms for informed consent are kept for future queries

Please quote the clearance number in all enquiries

ABSTRACT

The study examines how the Integrated Quality Management System (IQMS) is currently being implemented in South African schools. It focuses on the contradictory discourses found within the IQMS, i.e. accountability and professional development. I argue that these two discourses are in a problematic relationship to one another. They can therefore only be implemented simultaneously with great difficulty. Emphasis is also placed on the importance of context when implementing policy, also referred to as policy 'enactment' (Ball, Maguire & Braun 2011). It is argued that policy is interpreted and made sense of differently, depending on the context. Context matters on two levels. First, because the IQMS contains both international and national ideas. The former deals with the neoliberal and global trends encompassed within accountability, while the latter is a discourse aimed at addressing uniquely localised education issues in South Africa. Second, context matters insofar as the IQMS is implemented in different school and classroom contexts in South Africa. In an effort to understand teachers and school management team members' perceptions of accountability and professional development in the IQMS, a qualitative, multiple case study design was used. Teachers and school management team members were interviewed at two distinct schools, one former model C school and one township school in order to determine different contexts' effects on the enactment of the IQMS. By conducting qualitative case studies, the perceptions and experiences of teachers in real life settings are depicted. What emerged was criticism of the IQMS across contexts, in that it neither effectively holds teachers accountable nor professionally develops them. Although context did not influence teachers' views and perceptions of the IQMS, it did influence the extent to which they met certain IQMS requirements. Other noteworthy findings include South African teachers' acceptance of high-stakes accountability and, contrary to the literature, teachers stating that they prefer more, albeit revised, ways to evaluate their work.

DEDICATION

To my husband. *Always.*

ACKNOWLEDGEMENTS

"Alone we can do so little, together we can do so much."

-Helen Keller

I would like to express my sincere gratitude and appreciation to the following people, because without you, none of this would even have been conceivable:

- First, and foremost, to my husband: Thank you for understanding. Thank you for holding my hand when times got rough. You and your support mean the world to me. As always, you were my guiding light and reason for trying. Without you, none of this would have been possible.
- To my parents and parents-in-law. Thank you for always being there and also for always being more than willing to help. Your support has been invaluable.
- Prof Everard Weber. You are more than just a supervisor. You are a mentor and I have much to learn in my aspiration to one day be considered half as accomplished and remarkable as you. I thank you for your time, effort and patience. You guided me, helped me and moreover, encouraged me to make this a success. I am forever indebted to you.
- Last, but most certainly not least, all of the participants included in the study, for your willingness to contribute and also for your patience in helping me complete this study.

ABBREVIATIONS

CAPS	- Curriculum Assessment Policy Statement
CET	- Cognitive Evaluation Theory
DoBE	- Department of Basic Education
DoE	- Department of Education
ELRC	- Education Labour Relations Council
EPC	- Education Policy Consortium
GDE	- Gauteng Department of Education
HOD	- Head of Department
IQMS	- Integrated Quality Management System
NEEDU	- National Education Evaluation and Development Unit
NSC	- National Senior Certificate
RSA	- Republic of South Africa
SACE	- South African Council for Educators
SACMEQ	- The Southern and Eastern Consortium for Monitoring Educational Quality
SMTM	- School Management Team Members
WSE	- Whole School Evaluation

TABLE OF CONTENTS

DECLARATION.....	iii
ETHICS CLEARANCE CERTIFICATE.....	iv
ABSTRACT.....	v
DEDICATION.....	vi
ACKNOWLEDGEMENTS.....	vii
ABBREVIATIONS.....	viii
TABLE OF CONTENTS.....	ix
CHAPTER ONE.....	1
1.1 INTRODUCTION AND BACKGROUND.....	1
1.2 PROBLEM STATEMENT.....	4
1.3 RESEARCH QUESTIONS.....	6
1.3.1 Main research question.....	6
1.3.2 Sub-question.....	6
1.4 RATIONALE FOR THE STUDY.....	6
CHAPTER TWO: LITERATURE REVIEW.....	8
2.1 INTRODUCTION.....	8
2.2 ACCOUNTABILITY.....	8
2.2.1 Performativity.....	8
2.2.2 Testing.....	10
2.2.3 Surveillance.....	13
2.2.4 Teachers' workloads.....	15
2.3 PROFESSIONAL DEVELOPMENT.....	18
2.3.1 Support, collegiality and trust.....	18

2.3.2 Autonomy.....	21
2.3.3 Capacitating South African teachers.....	22
2.4 CONCLUSION	25
CHAPTER THREE: RESEARCH METHODOLOGY	26
3.1 INTRODUCTION	26
3.2 QUALITATIVE RESEARCH.....	26
3.3 THEORETICAL PERSPECTIVE	27
3.4 CASE STUDY	30
3.5 SAMPLING	31
3.6 GAINING ACCESS	32
3.7 DATA COLLECTION THROUGH INTERVIEWS	32
3.7.1 Interview protocol.....	34
3.8 WHAT HAPPENED IN THE FIELD	36
3.9 DATA ANALYSIS AND INTERPRETATION	37
3.10 ETHICAL CONSIDERATIONS.....	38
3.11 TRUSTWORTHINESS AND CREDIBILITY	39
3.12 ADVANTAGES OF THE RESEARCH APPROACH USED.....	39
3.13 LIMITATIONS OF THE STUDY	40
3.14 CONCEPTUAL FRAMEWORK.....	40
3.15 CONCLUSION	45
CHAPTER FOUR: CONTEXT	47
4.1 INTRODUCTION	47
4.2 FIRST IMPRESSIONS.....	47
4.3 COMMUNITY	49
4.4 WORKING CONDITIONS	52

4.4.1 Resources.....	52
4.4.2 Class size and learner discipline.....	55
4.3 CONCLUSION	59
CHAPTER FIVE: ACCOUNTABILITY	62
5.1 INTRODUCTION	62
5.2 PERFORMATIVITY	63
5.3 TESTING	69
5.4 SURVEILLANCE.....	73
5.5 TEACHERS' WORKLOADS	75
5.6 CONCLUSION	77
CHAPTER SIX: PROFESSIONAL DEVELOPMENT.....	80
6.1 INTRODUCTION	80
6.2 SUPPORT AND COLLEGIALLY.....	80
6.3 REQUIREMENTS AND OPPORTUNITIES	83
6.4 INTRINSIC VERSUS EXTRINSIC MOTIVATION	93
6.5 CONCLUSION	99
CHAPTER 7: CONCLUSION	101
7.1 INTRODUCTION	101
7.2 ACCOUNTABILITY AND PROFESSIONAL DEVELOPMENT IN CONTEXT	102
REFERENCES.....	109
ANNEXURE 1 – School Management Team Member Interview Schedule	117
ANNEXURE 2 – Teacher Interview Schedule	119
ANNEXURE 3 – Approval Letter from Gauteng Department of Education.....	121
ANNEXURE 4 – Invitation to Participate	123
ANNEXURE 5 – Letter of Consent.....	124

CHAPTER ONE

1.1 INTRODUCTION AND BACKGROUND

Globalisation is regarded as the intensification of worldwide economic, political and cultural integration and interdependence. A 'smaller' world has ensued, due to the advances made in communication, transport and technology. Another attribute of these advances is the development of the knowledge economy. Policy discourses and policy changes have also become global. In addition, events are now international, where actions in distant parts of the world can have an impact on developments at home, and vice versa. In addition, rich countries and transnational organisations' domination of poorer countries have grown, resulting in the migration and implementation of neoliberal ideologies about educational reform across different countries.

Globalisation has resulted in the weakening of independent nation states, and national education systems, under the influence of neoliberal ideologies (Burbules & Torres 2000). These neoliberal education policies are a cause for concern, as they are crafted in developed countries, divorced from the national and local realities with which they are ultimately entangled. They are usually implemented locally with great difficulty. The Integrated Quality Management System (IQMS) is such a policy, insofar as it encapsulates an international discourse on accountability. The IQMS, currently being used to appraise teachers, also speaks to the importance of professional development for teachers in South Africa, however whether it speaks to the realities in South African schools is being brought into question.

The IQMS was implemented with the aim of both improving learners' performance and addressing the disparities and shortcomings found among different school populations. It sets out to accomplish this by holding schools and teachers accountable, while simultaneously developing teachers professionally in order to improve their efficacy. It consists of three parts: Developmental Appraisal, Performance Measurement and Whole School Evaluation (WSE) (Education Labour Relations Council [ELRC] 2003b:1). Developmental Appraisal aims at identifying teachers' weaknesses and strengths. It is proposed that these weaknesses and strengths be used to draw up unique

development programmes for individual teachers. These developmental programmes should serve as a guide for arranging personalised development opportunities to be pursued throughout the year. Educators should develop professionally, through school-led programmes, by improving formal qualifications, or by attending programmes presented by approved non-governmental organisations. Teachers earn professional development points throughout a three-year cycle by participating in professional development activities. In addition, the Department of Education (DoE) mandates that teachers undergo in-service training when new educational policies are introduced. This forms part of professional development for which the South African Council for Educators (SACE) is responsible. SACE is responsible for the encouragement of professional development among educators by making available sufficient opportunities and activities by means of which to enhance educators' performance (Republic of South Africa [RSA] 2000).

Performance Measurement involves evaluating teachers according to set performance standards for salary progression, and regulates the allocation of rewards and incentives for teachers (ELRC 2003a:1). Post-Level One teachers, that is, teachers not in management positions, are to be evaluated according to seven performance standards: creation of a positive learning environment; knowledge of curriculum and learning programmes; lesson planning, preparation and presentation; learner assessment; professional development in a field of specialisation or career participation in professional bodies; human relations, and contribution to school development and extra-curricular and co-curricular participation. Teachers' performance in each of the seven standards is evaluated out of a score of sixteen. The total, final score is calculated out of one hundred and twelve. Post-Level Two teachers or teachers in management positions, also referred to as school management team members (SMTMs), are appraised using the same seven performance criteria as teachers, plus additional criteria that encapsulate their management tasks. SMTMs, in co-operation with one other post-Level One teacher, are responsible for appraising teachers in a specific department.

Both Developmental Appraisal and Performance Management contribute to WSE. WSE is based on the principle that “the core mission of schools is to improve the educational achievements of all learners” (DoE 2001:3). WSE also takes other criteria into consideration to determine the success of learning and teaching at the school. WSE uses the following key areas for evaluation: the basic functionality of the school; leadership, management and communication; governance and relationships among staff; the quality of teaching and learning, and educator development; curriculum provision and resources; learner achievement; school safety, security and discipline; school infrastructure and the role of parents and community at schools. The most notable of the criteria are quality of learning, teaching, and teacher development and learner performance. The idea is that Developmental Appraisal and Performance Measurement will lead to better learning and teaching, and thus better learner performance.

Performance Measurement and Developmental Appraisal affect teachers directly. While these two discourses can be seen as complimentary, they can also create tension between doing what is expected internationally, and developing to improve what is lacking nationally and locally. Performance Measurement implies being assessed for work currently being carried out. Teachers are therefore assessed so as to determine whether they are doing what is expected of them. In contrast, Developmental Appraisal refers to being assessed for what could or might be accomplished. Developmental Appraisal involves identifying strengths and weaknesses, to be able to develop and improve above and beyond what is expected. These two discourses involve different practices, where accountability brings to mind thoughts of being checked-up on, monitored and investigated, while professional development brings to mind thoughts of support and trust. The IQMS, that includes both these discourses, which are in tension with one another, appraise a system that can best be likened to a strained relationship.

The relationship between accountability and professional development is not unique to South Africa. Other countries have also been focusing on the implementation of accountability policies, and more specifically, high-stakes accountability. The most prominent is the No Child Left Behind Act of 2001 in the United States. This policy

requires federal states to achieve certain performance targets, which are assessed using standardised tests. Teachers are held accountable for learners' performances, and are expected to improve and develop professionally in order to improve learner achievement. Although resources and support are provided to schools for developmental purposes, they "are ultimately held accountable for the achievement scores of their students" (Hochberg & Desimone 2010:89). The assumption here is that teacher development will directly influence learner performance, and that being held accountable as a teacher implies improving learners' results.

In contrast to the United States, South Africa is a developing country, in which the system's capacity to both hold teachers accountable and contribute to their professional development simultaneously may be questionable. It is also debatable as to whether such a policy addresses the immediate needs of the South African education system.

1.2 PROBLEM STATEMENT

As stated, there is a tension between the two dimensions and discourses of the IQMS, namely Developmental Appraisal and Performance Measurement. Developmental Appraisal represents the professional development aspect of the process, while Performance Measurement concerns accountability (see ELRC 2003a & ELRC 2003b). Teachers are being held accountable for their work, while being required to develop professionally. These two distinctive processes place strain on a system and can only be implemented simultaneously with difficulty.

An additional factor impacting the implementation of the IQMS is context. Despite the post-apartheid government's efforts to attain equality and equity in education, schools are still divided. There is a world of difference between developed and developing countries, and even more of a difference between township schools and former Model C schools. Both the processes of policy enactment and the outcomes are likely to be different, depending on historical and current circumstances. This creates different contexts within which policy is implemented. Policy, in general, is rarely adapted to different contexts. Yet every context has different circumstances, leading to discrepancies and differences in policy implementation.

The focus of this research and the aim of this project, therefore, is to investigate the relationship between professional development and accountability at different South African schools.

Ball, Maguire & Braun (2011:202) define policy enactment as a “creative process of interpretation and recontextualisation”. Enactment pertains to the diverse and contested ways in which education policies are made ‘sense of’, mediated, struggled over, ignored or simply forgotten at institutions and schools. Policy is easy in terms of writing texts; enactment is far more difficult, where policy enactment is a dynamic, non-linear process. For example, the institutional politics at individual schools can determine how policies are enacted and what the outcomes are.

Ball, Maguire and Braun (2011) distinguish between ‘readerly’ and ‘writerly’ policies. Readerly policies refer to policies that are simply implemented in schools without contestation. Such policies are standardised, with clear, set guidelines and rules, and do not require interpretation or adaptation. An example of such a policy is the South African Schools Act of 1996. This policy dictates rules and guidelines governing, for example, the composition and the roles and duties of school governing bodies to be implemented and followed by all schools. This is different from writerly policies, as these policies require interpretation, and often involve contestation and/or consensus at school level. Writerly policies also lead to dissimilar results, as they are enacted differently by every school. An example of this is the way in which the IQMS is open to diverse interpretations, where as a result, implementation implies that policy is implemented without question, where all schools are expected to follow the document’s stipulations to the letter. Enactment is different from implementation, taking into consideration the context of the policy implementation process. Ball, Maguire and Braun (2011) state that policy is frequently seen as a means by which educational problems can be solved. The policy is written by the government, and forced upon schools, without the context of individual schools being considered. The authors further argue that policies cannot simply be implemented, but are always recoded, interpreted and made sense of at the institutional level. This process is distinctly different from

implementation, which takes into consideration the context, as well as the stakeholders involved in the sense-making and actualisation processes.

1.3 RESEARCH QUESTIONS

1.3.1 Main research question

What are teachers' and SMTM's perceptions and experiences of the relationship between professional development and accountability in the IQMS?

1.3.2 Sub-question

How do different school contexts influence the enactment of the IQMS?

This research is a multiple qualitative case study, where I conducted multiple face-to-face, semi-structured interviews at two schools in different districts in Gauteng. I conducted interviews with the school management team members (which included principals, vice-principals and heads of department (HODs)), as well as teachers.

1.4 RATIONALE FOR THE STUDY

The literature on the IQMS in South Africa neglects the importance of context. My study will be conducted in two very different schools, for the purposes of comparison.

There is a dearth of research on the IQMS in South Africa drawing on the international scholarship in accountability and educational change, as pertinent to teaching, where I hope to contribute to the existing research. The goal of this research is to broaden the understanding of the IQMS policy in South Africa, by operationalising the concept of enactment to educational change at the grassroots, from the perspectives of teachers and the school communities most affected by the impact of this policy.

The literature on accountability speaks an international language, and has hitherto focused on rich, developed countries, and has been neglected in the schools of middle-income and poor countries. While discourses of accountability pertain in international discursive trends, professional development explores national and local realities, and their improvement. I am critical of the limitations of the former, proposing that it requires the latter in order to lead to fresh insight.

My study also highlights the well-known tension and contradiction within globalisation: between the local and global, where developing countries are placed in precarious situations, with the nation-state and its accompanying education system put under international pressure to conform. Pressure, it ought to be emphasised, generally stems disproportionately from rich and powerful developed countries that seek to enforce reforms on poor and less powerful developing countries. “International” refers to neoliberal reforms, whose meanings, as they relate to the IQMS, I shall explore in detail in the next chapter. There are other policies which are relevant, but fall outside the scope of this dissertation, and which will therefore not be discussed, but include for example, the decentralisation of education governance, fiscal austerity and cuts in education spending.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

I will begin this review by exploring the concepts of accountability and professional development. Accountability, as it is conceptualised internationally and also locally in South Africa, will first be discussed using themes that dominate the accountability literature: testing; performativity; surveillance; and teachers' workloads. These terms exemplify neo-liberalism in contemporary educational change. Secondly, professional development will be discussed under three sub-headings, namely: collegiality and trust; autonomy; and capacitating South African teachers. These two discourses will be explored with the purpose of placing my study in the context of the existing scholarship.

2.2 ACCOUNTABILITY

2.2.1 Performativity

According to Anderson (cited in Conway & Murphy 2013), accountability in education concerns compliance with regulations, adhering to professional norms and attaining results. The drive for accountability often leads to performativity. Ball (2003:216) discusses performativity as a “technology, a culture and a mode of regulation that employs judgements, comparisons and displays as means of incentive, control, attrition and change based on rewards and sanctions (both material and symbolic)”. He states that teachers' or organisations' performance, at the time of inspection, is subsequently seen as a reflection of quality, even though it only represents a moment or fraction of the complete situation (also see Locke 2013).

Performativity is discussed as one of three 'policy technologies' by Ball (2003), including the primacy of the market and managerialism. Performativity as a 'technology' refers to the role it plays in the current process of education reform, where instead of a public welfare, the focus can currently be found to be placed on the privatisation of public services. With current education reform tendencies, learning is re-rendered as “cost-effective policy outcomes”, and achievement is re-rendered as “productivity targets”, with the education system is becoming more “business-like” (Ball 2003:218 & Ball 2012:20). These features epitomise the neo-liberal change in education. This, Ball

argues, leads to a reconceptualisation of “what it means to teach and what it means to be a teacher” (2003:218). Current education reform inclinations imply that it is both desirable and achievable to continually improve and to be regularly appraised to determine whether teachers are “relevant” and “up-to-date” (Ball 2003:218). According to Shore & Wright 1999 (in Ball 2012:18), teachers are re-invented as “units of resource, whose performance and productivity must constantly be audited so that it can be enhanced”.

South Africa’s IQMS appraisal system also reflects this move toward performativity. The IQMS appraises teachers, holding them accountable for their ‘performance’ and requires of them continual professional development. Weber has stated that, “for the Department of Education – and for all educators – the main objective is to ensure quality public education for all and to constantly improve the quality of learning and teaching, and for this we are all accountable to the wider community” (2005:65).

Another concern regarding performativity is the issue of who is being judged, and by whom. Who, if anyone, judges the judges? Robert Wagner, cited in Lashway (2001:12) defines accountability as “a way of explaining one’s actions to those who have a right to the explanation”. Robert’s definition is ambiguous in nature, and highlights the fact that a clear, concise definition of accountability is impossible, as “school leaders serve more than one master and ‘accountability’ carries different meanings for different stakeholders” (Lashway 2001:12). Ball (2003:216) claims that the “issue of who controls the field of judgement is crucial”, and this is why the question of who exactly ought to be held accountable, is often evaded.

This leads to the third issue that arises with performativity. Munday (2014:319) contextualises literature on performativity in relation to creativity, claiming the “the tightening control over curriculum and pedagogy to meet externally imposed targets” to be a symptom of performativity. By drawing on literature from various authors (such as Ball 2006, Craft & Jeffrey 2008 and Craft 2011), Munday (2014:320) defines performativity as the “measurement of students’ progress through formal testing”, where good exam results become synonymous with good performance, and where a desire to enhance learners’ ‘value’ in terms of their performance, more often than not leads to

teach-to-the-test pedagogies. Teachers are no longer required to account for the meaningfulness of the content and substance of their pedagogical methods, but are required to “produce measurable and ‘improving’ outputs and performances” (Ball 2003:222). Holding schools and teachers accountable for learners’ results limit teachers’ creativity and innovation, as teachers start to focus too much on the setting and grading of tests (Hochberg & Desimone 2010). In other words, teachers also tend to teach-to-the-test. Alexiadou (cited in Hill 2005: 270) argues that there is a balance between autonomy and control is lacking, and that “trust in teachers’ professionalism is totally displaced by performativity.”

2.2.2 Testing

Another international trend, sometimes used synonymously with performativity, is high-stakes testing. This involves the use of student performance on standardised tests as an indicator of schools’ and teachers’ performance. Using performance to hold schools and teachers to account is not novel, but Linn (2000: 12) notes that the difference with the current trend of using performance to hold to account, is its “pervasiveness”.

The culture of performativity and high-stakes accountability, as reflected by America’s No Child Left Behind Act of 2001 (Hochberg & Desimone 2010), as well as Ireland’s renewed focus on their Leaving Certificate results (Conway & Murphy 2013), is not unique. A rise in education accountability policy can be seen in many countries. These policies tend to focus on high-stakes learner performance and are characterised by a move toward the centralisation of control and power and results, in what constitutes a loss of autonomy for teachers. Fitz (2003: 239) comments on accountability policy in England and Wales, stating that “a series of performance indicators in the form of examination league tables, school inspection resorts, and targets measure [the] relative outputs”, which increases the extent to which schools and teachers are being held accountable. Accountability policy trends are similar for Australia, which has even seen a rise in accountability measures in non-governmental schools (Gurd 2013). Kleinhenz and Ingvarson (2004: 31) comment on teacher accountability policies, and state that “it remains doubtful whether they have the capacity to deliver on teacher quality assurance or improvement in teachers’ practice” (also see Klenowski 2011). Wilkins (2011: 389)

comments on the introduction of the “Professional Standards for Teachers” in England in 2007, and states that although teachers are motivated by the prospect of reward, “they are aware of the potential conflicts between the demands of accountability and the desire for autonomy”.

A rise in accountability policy is also not unique to developed countries. Weber (2007: 280) refers to “glocal development”, ‘glocal’ being used to refer to the interrelatedness of the local and the global, and elaborates on how international policies have migrated to South Africa. Under the influence of globalisation and neoliberalism in South Africa, the government now calls for accountability that emphasises results based on high-stakes tests. This, despite different contexts in which policies are implemented and enacted.

High-stakes accountability also features in South Africa. The importance of learner performance is highlighted in the IQMS, through WSE (DoE 2011). The policy is based on the principle that a school’s main purpose is to improve learner results. Teachers are expected to develop and perform at the level at which this principle sees its outworking.

In South Africa, a great deal of importance is attached to the National Senior Certificate (NSC) examinations, commonly known as ‘matric’, by the Department of Basic Education, the schools that fulfil its mandate, and the general public. After twelve years of formal schooling, all learners in public schools participate in the NSC examination by writing standardised tests. According to the Department of Basic Education (Department of Basic Education [DoBE] 2014a), the NSC examination acts as a barometer for the education system.

The status, place and importance attached to the matric exam have been widely criticised for a variety of reasons, for example, where teachers feel that learners’ results ought not be used as “a basis for identifying strengths and weaknesses” (ELRC 2009:154). According to Kirkpatrick’s training evaluation model (in Ntapo 2009), the last focus of the evaluation of the success of learning should be results, i.e. the effects of the training on the environment as a result of the trainees’ performance. The first three foci of the evaluation of training should be, first, what the learners thought about the

training; second, the increase in knowledge and capability; and third, the capability to implement the training. This contradicts what high-stakes accountability enforces, since the success of teachers' learning experiences when developing professionally are ultimately assessed through examining learners' results. That is, the effects of the training on the environment as a result of the trainees' performance.

High-stakes accountability is also used to hold teachers and schools accountable through the implementation of the Annual National Assessment tests (DoBE 2014b), which is used to assess learners' mathematical and literacy proficiencies. Schools are then classified as either high- or low-priority, based on the learners' results. Schools that are classified as high-priority are provided with additional resources, and the schools' progress is monitored constantly. This, together with the provision of rewards and incentives for schools, principals and teachers with high-performing learners, highlights the progression into a high-stakes accountability era.

Blacker (2003), Hochberg and Desimone (2010) argue that current movements to create standardisation and enforce accountability are narrow, and do not take into account the normative nature of accountability, along with people's diverse needs. Blacker (2003) further notes that although high-stakes accountability ensures that standards are met, other aspects of education are lost in the process, since only certain aspects are regarded as important, and ultimately assessed, while others are overlooked. In South Africa, one could argue, that far more emphasis ought to be placed on the teaching of values to nurture democratic citizenship. These values are, however, unmeasurable, and are lost in the emphasis on high-stakes accountability. High-stakes accountability does not take into consideration the whole workplace, as teachers do much more than just prepare learners for tests. Not only does the 'hidden-curriculum' get lost, but teachers' contributions to extra-curricular activities are not considered.

Darling-Hammond (2007) comments on the irony of the No Child Left Behind Act being implemented in the USA. Seeing that its goal is to raise standards and to eradicate disparities among schools, the fact that the policy does not consider schools' contexts creates even greater disparities. Darling-Hammond (2007:246) writes that the policy is

“more likely to harm most of the students who are the targets of its aspirations than to help them”. She further comments that this is due to the fact that the policy is forced upon an education system consisting of unequally privileged schools which all have to attain “unmeetable test score targets” (248). She notes that the policy holds teachers and students accountable, but does not hold the government or states accountable in the same way. They are, after all, responsible for the provision of equal education and opportunity and the onus ought to be placed equitably upon them. Children and teachers are being held accountable for test scores, while “dreadful school conditions” and equal distribution of resources are left untouched.

In addition, teachers concede that they have a role to play in the accountability system, but teachers’ perception of the role they play contrasts with that of the outside observer. Teachers feel comfortable with being held accountable for their practices and input to enable students to achieve good results, but shun the notion that teachers are solely responsible for students’ achievements, without any consideration for other factors that might influence students’ performance (Lashway 2001). Teachers’ performance plays an important role in learners’ performance, according to Hochberg and Desimone (2010), but learners’ performance is not only influenced by teachers’ performance, but also by factors such as class size, curriculum materials, instructional time, availability of specialists and tutors, and resources for learning; home and community support and challenges; and individual student needs and abilities, health, and attendance (Darling-Hammond, Amrein-Beardsley, Haertel & Rothstein 2012). In addition, O’Neill (2013) warns against using educational assessment for something other than its primary purpose – for example, using results as evidence against those who have prepared the learners for their assessment – as this may have catastrophic consequences. According to O’Neill (2013:5), such further uses of assessment ought to be closely scrutinised, as “the prospect of being held to account for others’ performance, as measured by a given system of assessment is likely to affect the action of those who do the preparation”.

2.2.3 Surveillance

Accountability also brings to mind thoughts of surveillance and the act of being checked-up on. It is clear that with accountability, the goal is to determine whether a

person is doing what is expected of him or her. Although many may assume that accountability is synonymous with responsibility, Conway and Murphy (2013: 31) argue that accountability differs from responsibility, where there is a difference between “being held responsible and feeling responsible”. Being held responsible implies external pressure to perform, whereas feeling responsible implies that one is in some way intrinsically motivated.

The IQMS is based on managerial principles, as it aims to eradicate disparities in education caused by the past, by both evaluating and developing teachers simultaneously. Incentives in the form of, for example, a pay-increase, are provided for good performance, based on teachers’ IQMS scores, as well as on their learners’ academic performance. Biputh and McKenna (2010) and Jansen (2004) argue that the IQMS does not take into consideration the apartheid era preceding it, resembling too closely the undemocratic inspection system of the past. Past procedures for evaluation were concerned with monitoring and surveillance, and constituted a top-down authoritarian control (Chisholm 1999), where the IQMS’s emulation of this leads to teachers’ disapproval and subsequent resistance to the system (Jansen 2004).

South African educators’ resistance to being subjected to surveillance is not unique. In a study of high school students and the ‘surveillance curriculum’, where students are being taught that it is acceptable to be exposed to surveillance and to being constantly monitored, Andrew Hope (2010) highlights the students’ resistance and consequent behaviour in relation to the surveillance. Learners’ responses and their subsequent resistance take the form of “refusal, avoidance, concealment, counter-surveillance and counter-discourse” (Hope 2010:326).

Refusal takes the form of learners’ disengagement from lessons, apathy or “feigned participation” (Hope 2010: 326). Avoidance takes the form of learners removing themselves from situations where they feel they are being shadowed, and where concealment refers to learners’ tendency to switch blame to someone else by obscuring their own role in a situation. With counter-surveillance, learners were “not concerned with circumventing surveillance but, rather, directly confronting it through ostentatiously watching the watchers” (Hope 2010: 328). Counter-discourse takes the form of learners

challenging disciplinary discourses, and Hope (2010: 329) has noted in this regard that “students motivated by a desire to avoid punishment might challenge a dominant discourse, without necessarily disagreeing with the judgements made”.

The resistance to surveillance theory, as discussed above, does not only apply to learners, but to teachers as well. In a study of early childhood educators, Samantha Madrid and Maylan Dunn-Kenney (2010:388) found that “the three most common emotion words discussed were ‘stress’, ‘worry’, and ‘frustration’, which were linked to surveillance and a discourse around persecutory guilt through institutional and relational systems, fostering implicit resistance among participants”. Madrid and Dunn-Kenney (2010) write that surveillance was the teachers’ dominant concern, along with “the fear of being policed by institutional and relational systems within their settings” (2010:392), where these concerns were accompanied by discussions of the intensification of accountability through various forms of standardised testing. They also noted that surveillance affected teachers’ self-image and made them feel incompetent to the point where it started affecting their relationships with learners in the classroom (Madrid & Dunn-Kenney 2010).

2.2.4 Teachers’ workloads

Not only are teachers subjected to the demands of surveillance accountability, but also to increased workloads. Hill (2005) reports on neoliberalism and its impacts on education workers’ rights, pay and conditions in the United Kingdom, revealing that due to the ever-increasing pressure placed on teachers to continually improve their performance, it was found that teachers’ hours (i.e. the amount of hours they spend at the school and also after school setting papers), assessing learners’ work, preparing for lessons and doing extra-curricular activities, increased by 5-8% between 1994 and 2000; while stress was identified as the main health concern in schools, with over 40% of teachers reporting high stress levels. Pillay, Goddard and Wilss (2005: 22) argue that “teachers’ work today is multifaceted as they undertake not only teaching but also matters associated with curriculum, students, parents, the school community and departmental initiatives.”

De Clerq (2008) contends that an appraisal system needs to take into account the available professional appraisal and support capacity in the system, which the IQMS does not. South African schools do not possess the capacity to provide the necessary support required for teachers to develop and be held accountable effectively. As is well known, many communities live in poverty, teacher/student ratios can reach 1:100 in some places, and very many schools do not have access to basic necessities such as water, sanitation or electricity, not to mention limited access to libraries, laboratories or teaching materials.

Abelmann, Elmore, Even, Kenyon, Marshall and Consortium for Policy Research in Education (1999: 1) comment on accountability systems in the United States, where they mention that “within these developing external accountability systems are real schools: schools that have their own distinctive organizational characteristics and problems; schools that have unique student populations; schools situated in diverse and particular communities; and schools with their own institutional histories”. They elaborate by noting that the policies or accountability systems are in direct contrast with the uniformity, which it tries to force upon schools, as contexts are not considered.

The DoE, in its attempt to realise the international Education for All initiative, identified teacher attrition as one of the factors impacting the realisation of this enterprise in the Teachers for the Future report (RSA 2005). The DoE has estimated the teacher attrition rate to be between 5 and 5.5 percent, which is not disproportionate to international trends, but which impacts South African schools to a significant extent. The DoE concluded that the following factors, among others, influence teacher attrition: the collapse of discipline; deficient teaching facilities; severe overcrowding both in schools in general and especially in classrooms; and a lack of adequate incentives and poor parental participation, especially with regard to the disciplining of children (RSA 2005: 58). These factors all point to a systemic problem, drawing attention to the impact of context on teachers’ working conditions, and the consequent low teacher retention rate. The teacher attrition rate was also found to be more severe at rural schools, when compared to urban schools.

The DoE (RSA 2005: 58) furthermore reported that teachers' work intensification contributes to teacher attrition rates. Teachers' work intensification can be attributed to, amongst other things, "policy overload, leading to dissatisfaction with time allocation, and making working conditions unbearable through the increase in administrative work". The DoE makes specific reference to "the effect of the requirements of the implementation of the Integrated Quality Management System (IQMS)" (RSA 2005: 61) as a factor increasing teachers' workloads, as they are increasingly being held accountable to produce results, while being overburdened by unnecessary paperwork and "role conflicts". They are now expected to play different roles "depending on circumstances presented at school". Teachers, in addition to teaching, also have to serve as councillors, security personnel, parents (in loco) and sometimes even midwives (RSA 2005: 58). With regard to teachers' workloads, the DoE highlights the importance of context when considering policy implementation. They list 'location' as one of the main contributors to teacher workload, where "the nature and scale of responsibilities vary considerably" from context to context (RSA 2005: 61).

Teachers in South Africa are in clear need of a system that does not add to their already burdened workloads, but rather takes away from or lessens their strain. The IQMS's disregard of context and the system's capacity has led to the intensification of teachers' work and roles, because they are now "simply the producers of human capital for an increasingly competitive global market, rather than citizens concerned with democratization of society in all its forms" (Chisholm 1999: 125).

Increased workload is not only a local problem, but is experienced internationally as well. According to Hill (2005), there is a trend to make teachers' pay performance-related, which can already be seen in England and Wales. Performance-related pay systems, although a motivator for better performance, increases the pressure on teachers to continually improve and perform at a level that may lead to burnout. Performance is also usually determined by learners' performance, and as mentioned, using learners' marks as an indicator of teachers' performance may lead to teachers' employment of teaching-to-the-test strategies. Hill (2005:270) comments that if this

trend were to continue, “education would become less dependent upon teachers’ skills”, implying that it would become dependent on teachers’ teach-to-the-test capabilities.

2.3 PROFESSIONAL DEVELOPMENT

When referring to professional development, thoughts of trust, support and training are conveyed. This is contradictory to accountability, where it focuses on the process of teaching, instead of the effects thereof on students’ performance. As stated above, with accountability, the goal is to determine whether a person is doing what is expected of him or her. Professional development is different. It implies refining or improving practice. According to Hochberg and Desimone (2010) professional development should enable teachers to change and grow while they are increasingly being held accountable. Theoretically, accountability creates certain expectations, while professional development should serve as the enabler of those expectations.

With the education system focusing on results-driven accountability, I would agree with the argument that the essence of teaching as a profession is overlooked. Aspects such as teachers’ moral character and professional behaviour, which were once valued attributes of being a teacher in the nineteenth and early twentieth century, are now disregarded and overlooked (Conway & Murphy 2013). According to Hargreaves (2000: 152) teaching as a profession is most often described in two parts: the first part has to do with professionalism, which implies the “quality of what they do; and of the conduct, demeanour and standards”; while the second part has to do with being a professional, which “has to do with how teachers feel they are seen through other people’s eyes in terms of their status, standing, regard and levels of professional reward”. According to Hargreaves (2000: 152), defining professional standards as only comprising of knowledge and skill, inevitably takes away from the emotional and affective aspects of teachers’ work “in terms of being passionate about teaching, and caring for students’ learning and lives”.

2.3.1 Support, collegiality and trust

Heystek, Nieman, Van Rooyen, Masoge and Bipath (2008) divide professional development into two categories, namely: professional support and professional

training. This distinction between professional support and professional training is based on the Oldroyd and Hall's Model of staff development. Professional support encompasses activities that take place within the school, and which include peer coaching, action research, mentoring, and follow-up and feedback sessions from advisors. In contrast, professional training encompasses more traditional forms of professional development, and includes the attendance of workshops, seminars and conferences.

According to Garet, Porter, Desimone, Birman and Yoon (2001), the effectiveness of professional development depends on the type of activity, the involvement in the activity, as well as the duration of the activity. Other aspects to consider when developing professionally include the focus on content knowledge, active learning opportunities, and the overlapping of activities with one another.

Lee (2004) advocates the use of reform methods of professional development that include study groups, networking, mentoring, coaching and regular school day meetings, as these forms of professional development are easy to incorporate into an educators' daily schedule, and thus, easier to sustain over time. Such manner of professional development coincides with that proposed by Heystek et al. (2008), and may also be classified as part of professional support. Dall'Alba and Sandberg (2006) also argue that more focus ought to be placed on the understanding and application of what is being learned, instead of knowledge for its own sake. This coincides with Danielson's (2009) argument, which holds professional conversation, which includes reflective conversations regarding the understanding and analysis of practice, to be the most important aspect of professional development.

All of the above-mentioned professional development activities require the existence of a trust-based relationship with co-workers, or a sense of collegiality and intrinsic satisfaction. Such relationships can be built between all teachers of a specific subject at school, or in a district. Biesta (2004) argues that accountability makes it difficult for people to build relationships or co-operative communities. It is further argued that relationships need to be based on responsibility, and not accountability, because when

accountability is considered, all sense of responsibility falls away, which makes the building of trust-based relationships within and between school communities difficult.

Not only is collegiality an important aspect of professional development, but so too is trust. Teachers distrust the intentions of the IQMS. As mentioned, teachers associate the IQMS with authoritarian control mechanisms of the apartheid era, and therefore reject them outright (Chisholm 1999; Jansen 2004). Barasa and Mattson (1998: 61) warns that if the IQMS documents can be “used to gain information about the educator for purposes of ‘recognition’ and promotion, then by implication they may be used for purposes of demotion and dismissal as well.” This coincides with the arguments of De Clerq (2008) and Biputh and McKenna’s (2010), namely that teachers are hesitant to disclose their faults and areas that are requiring of development where their pay progression is at stake, causing them to be focused on accountability, and not their development. When people’s livelihood are at stake, chances are they are going to conceal their faults, in order not to risk losing their chance of earning a pay increase.

In addition, collegiality and trust are two of the factors that are vital for the construction of ‘a community of practice’. Sim’s (2010) review of literature on the ‘community of practice’ theory reveals a language of participation, interaction and shared expertise. The theory of ‘a community of practice’ is based on the notion that development takes place quicker and with better results if like-minded, but diverse individuals with assorted dexterities share their experiences and knowledge with one another. The main goal is to construct frameworks and relationships where individuals feel free to share with one another, and to learn from one another. Constructing ‘communities of practice’ would benefit schools and learners alike, as teachers’ development is in itself geared ultimately towards the learner’s own benefit. I argue that the gap between well- and poorly-performing schools in the South African education system could be reduced to some extent, by sharing expertise. In order to construct a ‘community of practice’ teachers have to build up relationships across schools, and this would require collegiality, trust and good time management. Teachers’ increased workloads (imposed by the IQMS) and teachers’ general mistrust of the IQMS, as well as their many

logistical difficulties, however, makes the construction of 'a community of practice' seem an arduous task which will be difficult to achieve in practice.

2.3.2 Autonomy

Chisholm (1999: 115) states that “departmental structures [used to] provide professional support to teachers and [ensured] that schools were well and properly resourced” and used to consult teachers on reform matters, instead of only prescribing curriculum and assessment structures, as is presently the case. Being a teacher used to imply a sense of autonomy, but with the government’s renewed focus on learners’ performance, and the need for learners to acquire new skills, teaching has become prescriptive, controlled and regulated.

Hargreaves (1989: 31) notes that “most western educational systems are currently seeing an expansion of bureaucratic control and standardization in the development and delivery of their services”. This includes control over curriculum, assessment and teaching itself. He further elaborates that with teaching becoming increasingly prescriptive, and control being centralised – and taken away from the teacher – it is ironic that teachers are urged to develop professionally and to collaborate more, when there is nothing to collaborate on in a situation in which decision-making power has been taken away from them.

Weber (2007: 289) comments on earlier education reform initiatives, and says that “teachers are usually invited to workshops on outcomes-based education to listen, in silence, to departmental officials and/or experts about what they are henceforth required to do”. He notes that teachers are not invited to contribute to education reform in any substantive way. Two possible reasons for this are highlighted here: one, that teachers’ knowledge and experience are ignored and seen as worthless; or another, that policy makers fail to grasp the context within which policies are supposed to be implemented. Anecdotal evidence from teachers affirms that these developments continue to be relevant today, with the implementation of the CAPS (Curriculum Assessment Policy Statement) curricula.

According to Garet et al. (2001) more has been expected of teachers in recent decades, but even though teachers want to support high standards for teaching and learning, many are not able to achieve these. Achieving high standards requires developing professionally. Smith (2003) proposes three reasons for professional development: the first is for educators to improve in the profession; the second is to maintain interest in the profession; and the third is to be able to advance within the profession. All of the reasons mentioned above are in contrast to the demands of the IQMS.

These analyses are consistent with Cognitive Evaluation Theory (CET) (Deci, Koestner & Ryan 2001), which positions the effectiveness of learning at opposite ends of a scale. The theory maintains that for learning to be effective, a sense of autonomy is necessary. When considering accountability, autonomy is frequently lost. For professional development, autonomy is a necessity. Accountability enforces extrinsic reward for performance and according to the CET, where intrinsic reward is necessary for learning to be effective.

2.3.3 Capacitating South African teachers

In South Africa, capacity building refers to different aspects of development for different people. An issue to be considered with regard to professional development in South Africa is context. One school might lack resources in terms of the number of teachers on the staff, while other schools might lack resources in terms of staff quality. ‘Staff quality’ refers to the existence of content knowledge to successfully teach learners, where this may be lacking due to oppressive means of education practiced in the past. Johnson, Monk and Hodges (2000: 182) distinguish between two main types of context in South Africa. In former historically ‘white’ Model C schools, teachers would have enjoyed relatively extensive freedom and motivation to improve professionally, through professional development activities. Other distinguishable factors of this type of schooling context are “good facilities and resources, expectations of academic success and highly motivated students”. In contrast, the second context is characterised by schools with dilapidated buildings and resources, disadvantaged learners and staff that might have been poorly educated themselves under oppressive education policies like ‘Bantu education’, specifically designed to under-educate based on the pseudo-concept

of 'race'. In-service training needs therefore differ widely based on context. Some teachers might require programmes meant to improve practice, while others might be in need of extensive programmes, aimed at updating teachers' subject and content knowledge.

Research on South African teachers' subject knowledge suggests there is a great need to capacitate South African teachers professionally. Studies done at systemic level, as well as inside the classroom, reinforce the awareness that professional development activities ought to be sensitive to the contexts in which it is implemented, in order to fulfil the needs of those being developed.

The Southern and Eastern Consortium for Monitoring Educational Quality (SACMEQ) is a confederation that regularly conducts policy research in various African countries. In 2007 language and mathematics tests were overseen by SACMEQ III (Moloi & Chetty 2010). What makes these tests unique is that they were administered to both teachers and students on a national scale in order for the results to be compared. These tests tested teachers and learners' comprehension of texts. Teachers performed reasonably well in questions requiring information retrieval, but their scores dropped severely when it came to the higher order questions requiring inference, interpretation and evaluation. Teachers' scores on the mathematics tests showed similar patterns (see also Bansilal, Brijlall & Mkhwanazi, 2014 for similar findings). This could be indicative of some teachers' behaviour in class as teachers, who do not understand the necessity of higher order comprehension or problem-solving processes; who might, according to Taylor, Draper, Muller & Sithole (2013), not attempt to illicit those processes from their learners, which could, in turn, moderate learners' learning experience.

In addition, the National Education Evaluation and Development Unit (NEEDU) National Report Summary of 2012 (Taylor et al. 2013) more recently also concluded that teachers don't elicit higher order comprehension from their learners, as they do not understand how these activities function in developing cognitive capacity because they themselves do not undertake complex problem-solving activities, and because they do not infer, interpret or evaluate knowledge concerning their subject.

Similarly, researchers of the Education Policy Consortium (EPC, 2011) observed the classes of several teachers in the rural districts of the North West Province. Those teachers whose classes were observed are all adequately qualified or in the process of acquiring additional qualifications. One of the classes the EPC researchers observed was a multigrade English lesson for students in Grades Five and Six. The lesson was dominated by the teacher, who used the familiar question-and-answer teaching method. The students hardly responded to the teacher's instructions and her attempts to persuade them to participate in the lesson. She struggled to get individual students to read a poem aloud, and to tell her what the poem was all about. Most of the students preferred staring at their desks. The teacher instructed the Grade Five class to read the poem, which they did with difficulty. The teacher continued the task of questioning and waiting for answers. It was now the turn of the Grade Six students to read the poem aloud and, despite the fact that they were in a higher grade, it turned out the Grade Six learners were poorer readers than the Grade Five learners were. The teacher tried translating the poem line by line into Setswana, one of the official national languages spoken in the surrounding community. Her motivation for doing this appeared to be that she was struggling to explain the poem to the students because she struggled with English as a medium of instruction. When this happened she switched to Setswana. This did not help, as the students could still not comprehend what the poem was about, even, that is, when the instructions and explanations were in their mother tongue. The teacher herself did not appear to understand sections of the poem and sometimes conveyed incorrect factual information about what the poet was imparting. The EPC researchers recorded similar issues, with the absence of student participation, language problems, and mastery of subject content in Mathematics lessons on fractions, as well as problems with teachers' review of students' writing books.

The researchers concluded that teachers' subject knowledge, issues related to language and the way in which students were taught were closely interrelated in these lessons. The teacher's repertoire of knowledge and skill in the application of different teaching methods was, judging from the lessons they observed, limited. The poetry lesson and the mathematics lesson on fractions suggest that student learning outcomes

are likely to be poor as long as their teachers struggle with the subject content they teach.

The formal requirement for teacher certification in South Africa is a Grade 12 school qualification, plus an additional four years of training, according to DoE requirements. All the teachers observed met these minimum requirements and standards. Despite their qualifications, however, their mastery of subject knowledge was poor. There was therefore no parallel to be drawn between their professional qualifications and their teaching aptitude. Since a four year tertiary qualification beyond Grade 12, is all that is officially required by the DoE to be registered as a qualified teacher, this might bring into question the quality of teaching in many South African schools, as many teachers will only meet the minimum requirement, if at all.

2.4 CONCLUSION

The literature review frames accountability first in an international context and then in a local, South African context. The review highlights the relationship between accountability and professional development, where it places both concepts at opposite ends of the discursive spectrum. The concepts differ, in that accountability highlights control, centralisation and high-stakes testing. Professional development, on the other hand, highlights the importance of autonomy, relationships of trust, community and collegiality. It is clear that accountability speaks an international language, while professional development speaks to the need for teachers in South Africa to develop professionally. The IQMS encompasses both these aspects, which creates a unique situation in which differing ideas are supposed to be realised simultaneously in practice. The relationship between these two discourses is in tension and is only made more problematic by being required to be implemented simultaneously, in different contexts. The conceptual framework, as discussed in Chapter Three, graphically illustrates this more specifically and in greater detail with reference to my study.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 INTRODUCTION

In this chapter, the methodology and research design are discussed. This is a qualitative case study based on face-to-face interviews as the main data collection method. Attention is given to case study as a research method, as context plays an important role in the study. Ethical considerations, as well as procedures followed in the data analysis and data interpretation are discussed. The advantages of the research method used and the limitations of the study conclude this chapter.

3.2 QUALITATIVE RESEARCH

This is a qualitative study, with a multiple case study design. The aim of this study is to investigate school management team members and teachers' perceptions of the relationship between professional development and accountability at different South African schools.

Qualitative and quantitative research can be distinguished from one another by considering that quantitative research uses closed-ended questions to gather data and numbers to represent the data, while qualitative research uses open-ended questions to gather data and words to interpret the data. Cohen, Manion and Morrison have defined "quantitative research [as] an approach for testing objective theories by examining the relationship among variables", while "qualitative research is an approach for exploring and understanding the meaning individuals or groups ascribe to a social or human problem" (2007: 4).

Qualitative research's attributes make it suitable to this study, as it "claims to describe life-worlds from 'from the inside out', from the point of view of the people who participate" (Flick, Von Kardoff & Steinke 2004: 3). Flick et al. (2004: 6) further elaborate by saying that a basic assumption of qualitative research is that "social reality may be understood as the result of meanings and contexts that are jointly created in social interaction". Participants' perceptions and viewpoints are thus created and interpreted within their frame of reference, which is moulded by their everyday experiences and interactions.

This is important, as teachers' natural everyday setting is likely to determine their points of view. The study focuses on teachers and SMTMs perceptions and experiences, as they experience it in distinct contexts, every day of their working lives. They can be regarded as knowledgeable experts. In this study, the context itself becomes a rich source of data, as the South African education system is predominantly divided into two contexts: former 'Model C' schools and so-called 'township' schools. It is for this reason that one former 'Model C' school and one 'township' school were sampled, in order to collect data from two different locations whose conditions differ historically. The study also focuses on the process of policy implementation, and teachers' and SMTM's experiences throughout these processes, rather than the outcome, measurable only in numbers, which is more indicative of quantitative studies. Qualitative studies focus on participants' perceptions and meanings, which form the foundation of this study, as I try to understand the IQMS policy in South Africa, by expressing teachers' perspectives of the policy as it is enacted at the grassroots level. My aim has been to understand and analyse the social world from their various points of view.

Taking these attributes into consideration makes it clear that qualitative research allowed for the research questions to be answered to its fullest potential. This study was conducted in its natural setting, using face-to-face semi-structured interviews. Field notes and thick descriptions were also used, while analysing the data, emphasising the role of the researcher. The distinctive characteristics of qualitative research formed and directed the study.

3.3 THEORETICAL PERSPECTIVE

As stated by De Vos, Stydom, Fouché and Delport (2011: 41) "all scientific research is conducted within a specific paradigm, or way of viewing one's research material. Researchers must, therefore, decide within what paradigm they are working". This study explores teachers and SMTMs perceptions of the relationship between accountability and professional development. Guided by the qualitative nature of the research, both interpretivism and constructivism was used to guide the study.

Cohen et al. (2007) distinguish between two perspectives, the 'normative' and 'interpretive'. The normative model (also associated with positivism) emphasises two

analytical models: human behaviour is rule-governed and should be studied using methods associated with natural science, while the foci of the interpretive model (closely linked to constructivism) contrast with that of the former. The latter is characterised by a concern for the individual with a dominant attempt to “understand the subjective world of human experience” (Cohen et al. 2007:17). Researchers guided by interpretivism and constructivism set out to understand individuals’ interpretations of the world that surround them.

Constructivism is based on the epistemological principle that knowledge and our views of the world are not passively received or transmitted to us by others, but actively constructed and reconstructed as a result of personal, social and historical experiences. It is influenced by discussion and debate, at a personal level, by consensus, and by the contest of ideas in the wider community, society, and increasingly today, global interaction between societies. The acts of knowing are thus developmental, and process-orientated. The cognitive and social (local, national and international) dimensions are intertwined.

Strictly speaking, there are no such things as facts, pure and simple. All facts are from the outset selected from a universal context by the activities of our mind. There are, therefore, always interpreted facts, either facts looked at as detached from their context by an artificial abstraction, or facts considered in their particular setting. In either case, they carry along their interpretational inner and outer horizon. (Schutz 1962, cited in Flick et al. 2004: 89)

Constructivism is thus important for my study, because it highlights the importance of social and cultural contexts. The study, more specifically, focuses on how context impacts not only the policy’s implementation, but teachers’ perceptions of policy, focusing on teachers’ experiences and perceptions of the IQMS policy specifically, as it is implemented in two vastly different contexts.

Interpretivism aims “to offer a perspective of a situation and to analyse the situation under study to provide insight into the way in which a particular group of people make sense of their situation” (Maree 2007:60). Interpretivistic research tries to understand

how meaning is created by analysing individuals' perceptions and experiences, where "...people may construct meaning in different ways, even in relation to the same phenomenon" (James & Busher 2009:7). Travers (2001:10) further elaborates by saying that interpretivists believe that sociological analysis should address "how members of society understand their own actions".

Blaikie (2000:115, quoted by Mason, 2002:56) capture the approach to the data analysis used here, where they note that interpretivists are concerned with understanding the social world people have produced:

and which they reproduce through their continuing activities. This everyday reality consists of the meanings and interpretations given by the social actors to their actions, other people's actions, social situations, and natural and humanly created objects. In short, in order to negotiate their way around their world and make sense of it, social actors have to interpret their activities together, and it is these meanings, embedded in language, that constitute their social reality.

In relation to qualitative research, especially case studies, interpretivism emphasises rich and deep descriptive analyses within broader educational contexts and processes. Interpretivism underpins this study, as it highlights the importance of participants' perceptions and experiences. Interpretivism is concerned with how people construct meaning from their everyday lives and experiences. This is important, as the study focuses on teachers and SMTM's perceptions and experiences of the IQMS.

These paradigms highlight the fact that social reality is subject to multiple, conflicting as well as common interpretations and discourses. This is important when considering that the research study deals with the perceptions of teachers and school management team members, and that the focus of the research is placed on determining how their perceptions of the IQMS were formed and influenced by their everyday reality, and the context within which they work, since these perceptions are likely to determine or inform their actions. Using interpretivism and constructivism as the perspectives on the knowledge formation process allow for data gathered from two very distinct and contrasting contexts to be compared.

3.4 CASE STUDY

As stated, the study followed a multiple case study design. Teachers and school management team members from two different schools' perceptions were studied for comparative purposes. Case study research focuses on the complexity and particular nature of the case/s in question, where emphasis is placed on an intensive examination of the setting (Bryman 2001), while other models of research might "ignore the complexity of education settings and the significance of the diverse individuals and organisations" (Hamilton & Corbett-Whittier 2012: 5). Contextualisation of evidence is especially important in the study, as it focuses on the interplay between accountability and professional development in two different contexts that represent two different sides of the education spectrum in South Africa, one no-fee school in a former township area, and a former Model C school.

Case studies allow for phenomena to be studied in specific contexts and for rich data to be collected. Case studies allow for a deeper understanding "in real contexts rather than simply providing decontextualized evidence" (Hamilton & Corbett-Whittier 2012:6). A descriptive case study sets out a theory to frame the study, and to focus the research questions, and focuses on thick description of what is being studied (Robert Yin 1983 & Sharan Merriam 1988 in Hamilton & Corbett-Whittier 2012: 6-7). Thick descriptions are defined as "the complete, literal, description of the entity being investigated" (Merriam 1988 in Hamilton & Corbett-Whittier 2012:7).

An important factor that impacts on the implementation of the IQMS is school-specific context. Despite the post-apartheid government's efforts to attain equality and equity in education, schools are still divided in terms of their historical impediments and relative access to resources. It would be difficult to exaggerate the ways in which township schools and former Model C schools constitute different worlds. This creates different contexts within which policy is implemented. Policy, in general, is rarely adapted to different contexts, despite the way in which contextual difference leads to discrepancies and differences in policy implementation. As mentioned, Ball, Maguire & Braun (2012) distinguish between policy implementation and policy enactment. Policy enactment takes into consideration the local school context within which policy is implemented. The

processes of policy enactment and its outcomes are thus dependent on context. This creates a necessity to study policy as it is enacted in context. Case studies are also used to understand and explain processes. The enactment of the IQMS revolves around an implementation process, making case studies ideal for the study.

3.5 SAMPLING

The intent of qualitative case study research is not to generalise to a wider population, but to study and understand a phenomenon as it occurs in its natural setting. The purpose of this study is to gain a better understanding of teachers' perceptions and views of the implementation of the IQMS within unique contexts. Voss, Tsikriktsis and Frohlich (2002) emphasise the importance of a sampling method that is directly connected to the research questions, and one that coincides and underpins the basic constructs of the study.

Two very distinct schools were purposefully selected to be included in this study. As mentioned, the South African education system is predominantly characterised by two different kinds of schools: former Model C schools and township schools. These two schools represent schools at opposing ends of the South African education system. It is the purpose of this study to collect data on teachers' perceptions and experiences of the IQMS as it is implemented in different contexts, in order for the impact of context on the implementation of the IQMS to be compared. A non-probability/purposive sampling strategy was used, where it allowed for one former Model C school and one township school to be selected. The schools were also selected to represent different race compositions as well as different socio-economic statuses. The criteria ensured that the population samples were able to provide the data needed to answer the research questions.

Data were collected from different constituencies within the school communities. Teachers and school management team members were selected in order to represent two different constituencies and stakeholders within the two schools. Schools and participants were additionally selected based on their willingness to participate in the research. I started by contacting the school gatekeepers, i.e. the principals, so as to

gain consent and permission to interview teachers and school management team members.

3.6 GAINING ACCESS

Before access to the research sites and their respective participants could be gained, ethical clearance from the University of Pretoria and the Gauteng Department of Education (GDE) had to be obtained. After applying and being granted ethical clearance from both institutions, possible research sites (schools) were contacted telephonically. During the conversation, the topic of research, the research questions and purpose of the research were discussed. The school's willingness to participate as well as the availability of potential participants was discussed. Gaining access to a former Model C school posed no difficulties, while three township schools needed to be contacted in order to gain access to one.

After access to the schools was obtained, appointments with the respective principals were set up in order to further discuss the research topic, the purpose of the research and ethical considerations. The signing of consent forms as well as willing and voluntary participation by the participants was discussed. Thereafter, appointments were made for the interviews to be conducted.

3.7 DATA COLLECTION THROUGH INTERVIEWS

Semi-structured face-to-face interviews were used as the data collection method (mode of inquiry) for this study. Interviews were used to gain a detailed picture of participants' perceptions of the implementation of the IQMS. According to Seidman (2013: 9), "the primary way a researcher can investigate an educational organisation, institution, or process is through the experience of the individual people, the 'others' who make up the organisation or carry out the process." Using interviews as the data collection method was especially advantageous, as the study dealt with processes, for which semi-structured face-to-face interviews are ideally suited (De Vos et al. 2011). Other advantages of using interviews as the data collection method included gathering large amounts of data in a short period of time, and gathering data with depth. Interviews allowed me to gather information from the people on the ground who were most

knowledgeable, and who might provide data and insight into what they deal with every day.

Using interviews, unfortunately, also placed limitations on the study. Every interview, firstly, had to be done personally, which was time consuming. Participants were sometimes unwilling to elaborate on certain topics of discussion, while it had to be considered that information freely given might not have been truthful. These were crucial considerations as participants were asked to critique not only the instrument used to measure their performance (IQMS), but their performance according to the IQMS as well. The IQMS measures teachers and school management team members' performance and expects of them to develop professionally, to continually improve on their performance. Asking participants whether they think they are performing adequately and whether they strive to develop professionally to perform to the best of their ability, might have given rise to a need to alter or conceal information about their current performance and their ambitions to become even better. It was, further, important to consider the effects of illusory superiority. Illusory superiority is the tendency participants might have to "view themselves as above average compared with others" (Schumacher, Englander & Carraccio 2013: 1638). This is an important factor researchers consider when studying participants' ability to self-assess. The interview process and the IQMS itself requires of participant to assess themselves with regard to their current performance and the extent to which they still have to develop professionally. Asking participants whether they think the IQMS is assessing them fairly and accurately and whether they are performing and developing adequately could thus have elicited answers that were not truthful and not an accurate representation of reality. Several teachers were, however, spoken to about the same topics, which provided the opportunity for data to be compared, which in turn contributes to trustworthiness. On the whole I think that the data is reliable and that most respondents gave frank replies to the questions. In addition, I was sensitive to the fact that the focus was less on factual accuracy in a literal sense and more on teachers' perceptions, which I wished to record and above all, analyse and explain.

The interview schedule took participants' professional responsibilities into account, in such a way that it did not interfere with the schools' normal routines. Interviews lasted no more than thirty to forty-five minutes, so as not to place additional constraints on teachers and school management team members' busy schedules. One school's participants were interviewed within a week and the other school's participants were interviewed approximately one month later.

While interviewing the participants, a tape recorder was used to record the interviews. The recordings were transcribed and sent to the participants. Participants had the opportunity to add information and to answer questions more thoroughly. By sending the transcripts to the participants, member checking could also take place, which contributes to the validity of the study, where the participants that opted to change information, only did so to remove names of people, schools or locations specifically mentioned. In these cases, participants merely wanted the names removed, and not the accompanying information.

3.7.1 Interview protocol

Two separate interview protocols were used for teachers and school management team members, respectively. Before conducting the interviews, participants were informed about the purpose of the research, the steps that would be taken to keep their identity and information confidential and the estimated time frame for the interview. Participants were also informed of the fact that the interviews would be recorded. They were asked to sign the confidentiality form in which willing and voluntary participation; arrangements regarding withdrawal from the study at any time; and confidentiality, were discussed.

Both interview protocols included a general personal introductory section, which dealt with:

- teaching experience;
- employment at the specific school; and
- general perceptions and impressions of the school.

To gain a better understanding of the context in which the school and participants function on a daily basis, both protocols included questions about:

- the community in which the school is located;
- the socio-economic status of the learners who attend the school;
- the racial composition of the learners who attend the school as well as the staff who work at the school; and
- general working conditions at the school.

The above-mentioned points of discussion were included in both interview protocols. The rest of the questions were tailored to accommodate teachers and members of the school management team, respectively, as they play different roles in the IQMS implementation process. In general, the rest of the protocol for both teachers and school management team members included the following points of discussion:

- the implementation of the IQMS with specific reference to the process followed;
- the fairness of the implementation;
- opinions of the IQMS policy;
- performance measurement;
- professional development;
- the relationship between accountability and professional development;
- opinions/views of tests and examinations as a means of holding teachers accountable;
- the general management of the school; and
- the relationships between staff.

The questions mentioned above were adapted to suit the role that teachers and school management team members play in the implementation process of the school, as well as their roles/responsibilities within the school. As mentioned, post-Level One teachers are appraised by SMTMs, who are responsible for overseeing the appraisal process in their departments.

Both interview protocols are included as Annexure 1 (school management team member interview schedule) and Annexure 2 (teacher interview schedule).

3.8 WHAT HAPPENED IN THE FIELD

After applying for ethical clearance schools were contacted to gain access. Finding a former Model C school willing to participate was not difficult. Three township schools had to be contacted before access was granted to one, where the two township schools initially considered for the research study (to which access could not be gained), were contacted numerous times. Mostly, phone calls were not answered and when answered, management team members were not available to speak to me. After leaving several messages and contacting the schools regularly, other township schools needed to be considered due to time constraint.

After gaining access to one former Model C school and one township school, the schools were contacted to set up possible interview timetables. Setting up interviews at the former Model C school did not prove a problem. Two days were set aside during which participants were to be interviewed. However, a third visit to the school was necessary to conclude the last of the eleven interviews. In contrast, communication with the township school was not as easy. After setting aside suitable times for interviews to take place, interviews had to be rescheduled twice before they could actually take place, which caused some data collection delays.

Interviews at the former Model C school took place as scheduled and in a conference-like room, and it was observed that the school was not short on facilities or resources. Interviews were conducted with minimal interruptions in a private area. In contrast, the township school had no private area available for the interviews. The relative dearth of facilities and resources at the township school meant that interviews were conducted in a classroom that was frequently visited by other teachers, who seemed to deliberately enter the classroom sporadically, as if to check up on the interview process, the questions asked and the answers given. This caused multiple delays and interruptions and might have influenced the depth to which participants elaborated on questions. Teachers also seemed to gather together just outside the classroom used for interviews, which lead to a lot of background noise.

The first two possible participants withdrew from the study after perusing the consent form. Voluntary participation, confidentiality and anonymity were explained as part of the

consent form, after which they said they wanted to withdraw from the study. After enquiring as to the reason for their withdrawal, they stated that they did not feel comfortable speaking to me and that they did not feel comfortable answering questions about the IQMS.

3.9 DATA ANALYSIS AND INTERPRETATION

The data obtained from the face-to-face semi-structured interviews were recorded, transcribed, coded and inductively analysed. The data were organised by site, as well as by participant, distinguishing between teachers and SMTMs.

Using the Atlas.ti programme, interview transcripts were loaded into the programme, after which they were coded. The Atlas.ti programme allowed not only for the coding of data, but also for the graphic display of relationships between data and codes. The interviews provided rich data to be used in thick-descriptions.

The data were interpreted with reference to the literature on the topic, in an attempt to explain the issue being studied (Newton Suter 2012). The narrative analysis approach was used for analysing the data. Narrative analysts “[analyse] the data in search of narrative strings (present commonalities running through and across texts), narrative threads (major emerging themes) and temporal/spatial themes (past, present and future contexts)” (Maree 2007: 103). The analysis of the data were focused on the discovery of themes or patterns within and across the data and emphasis was placed on the context within which these themes emerged. Atlas.ti facilitated these analyses through its graphic display functionalities.

The main goal of interpreting the data was to determine findings and to draw conclusions. Inductive reasoning was used. In other words, explicit theories were not imposed on the data in a test of a specific hypothesis. Rather, the data were allowed to “speak for [itself] by the emergence of conceptual categories and descriptive themes” (Newton Suter 2012: 346). The conclusion was not predetermined, which meant that the results of the data gathered could differ from and challenge both the conceptual framework and the literature review.

3.10 ETHICAL CONSIDERATIONS

Informed consent was viewed as a dialogue whereby each participant in the study is informed of the purpose of the study (Gulston 2010). Informing participants of the purpose and details of the study was very important as it formed part of the ethical considerations of the research. Ethical considerations included participants' protection from harm, privacy, confidentiality, anonymity and informed consent.

Confidentiality implied that teachers' conversations with the researcher would not be shared beyond the participant and the researcher. The information provided by the participant was in no way relayed back to senior management or other teachers. When participants were interviewed, all information regarding sensitive topics, such as their perception of the fairness in which the IQMS was implemented and performance evaluations, stayed confidential. Participants were also asked about their relationship with management, the effectiveness of management, as well as their own management practices (SMTMs only). None of the data gathered regarding these questions were relayed back to the rest of the staff of the school.

Anonymity implied that when the data were analysed and presented, participants weren't connected to specific data sets or results. The participants' identities remained unknown, as well as the name of the schools at which they teach. As mentioned, a topic that was brought up during the interviews was the relationship between post-Level One teachers and school management team members. Junior staff members were sometimes critical of senior management. It was thus important that participants knew that their identity would be kept anonymous, and that information would stay confidential by using pseudonyms, for fear of the critiques made of management being relayed back to them.

Consent was acquired from all stakeholders involved in the study. Anonymity and confidentiality was explained to all the teachers and management members. Participants were asked for their consent to be interviewed. They were requested to sign a consent form, in which the research process as well as information in terms of withdrawing from the study at any given time (Maree 2007) was described in detail. In addition to acquiring consent from the participants, official ethical clearance and consent

to conduct the study was obtained from the University of Pretoria and the Department of Basic Education.

3.11 TRUSTWORTHINESS AND CREDIBILITY

The validity of qualitative research is often referred to as trustworthiness or credibility (Newton Suter 2012). Ensuring that the research findings are valid was an intricate part of the whole study. By speaking to a number of different people, and by speaking to people from different constituencies (both teachers and SMT's), trustworthiness was further enhanced. Gathering data from multiple perspectives and describing findings as they crystallised from the data (also known as crystallisation) promotes the trustworthiness of the findings.

Additionally, it was important to keep the processes followed as transparent as possible and to check and verify findings and conclusions. Making notes as the data were collected was an important part of data collection, because “many different interpretations are typically considered before the researcher builds a coherent argument in the most transparent way possible (revealing how the conclusion was reached) so that others may judge the validity of the study” (Newton Suter 2012:347).

Consistency checks and credibility or stakeholder checks were done, as advised by Maree (2007). This involved participants and other people commenting on the findings, and/or conclusions drawn in order to strengthen its validity. By having participants check the transcribed interviews, validity was further enhanced.

Another validity measure used involved the use of thick descriptions. By using whole parts of the data collected, and by showing how the data lead to the findings, validity was strengthened, where readers could see how conclusions were reached and what alternative interpretations were possible. This added to the transparency of the findings, and thus, to their trustworthiness.

3.12 ADVANTAGES OF THE RESEARCH APPROACH USED

The research approach is appropriate to the study, which focuses on teachers and school management team members' perceptions and views on the implementation of the IQMS and the contexts within which these perceptions and views are shaped. The

research method allowed for participants' perceptions to be studied within the natural setting/context they occupy every day. By taking the context into consideration, policy implementation as it occurs within different contexts could be studied and compared.

The research method further allowed for participants' personal views and perceptions to be studied and portrayed in an accurate way, without generalising and reducing people's viewpoints to numbers, statistics and averages. The policy implementation process, as experienced by different stakeholders within the schools implementing the IQMS, could be elucidated.

This study had a limited scope and sample size, presenting both disadvantages and advantages. It allowed for the answering of questions unique to two different kinds of schools found in the South African education system, and the viewpoints of different stakeholders within the IQMS implementation process. It allowed for the focus of the research and the research questions to be answered in such a way that it enhanced my understanding of the IQMS implementation within unique contexts, as seen from the stakeholders' perspectives.

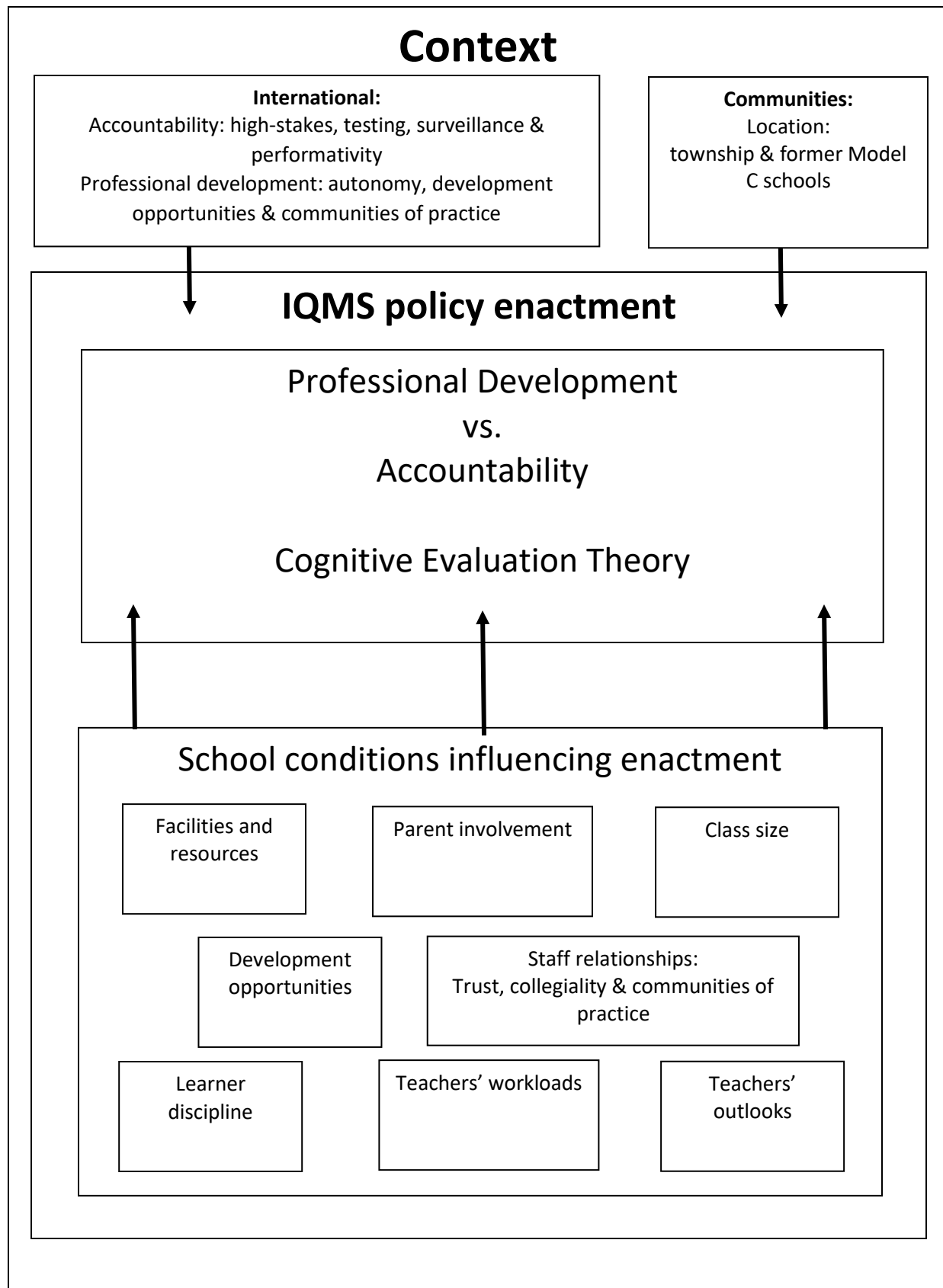
3.13 LIMITATIONS OF THE STUDY

As previously mentioned, the study had a limited scope, where due to sample size, results and conclusions drawn from the data cannot be generalised to a wider population. The sample sites for the study included two schools situated in the Gauteng area, while the participants consisted of seven teachers and four management team members at each school. This sample size was in no way large enough to produce results that could be generalised. It could be argued however, that the focus of the research was not to generalise, but to understand how the IQMS is implemented in real-life conditions. In addition, the intention was to study the processes of implementation in two different, but uniquely South African contexts.

3.14 CONCEPTUAL FRAMEWORK

Conceptual frameworks outline the areas to be investigated. They explicate what and suggest who would be researched. They furthermore suggest how the primary foci of a project might be related to one another (Miles, Huberman & Saldana 2014). The

conceptual framework also illustrates how Conceptual Evaluation Theory (CET) is used to theorise the relationship between accountability and professional development in different contexts.



The framework categorises the main areas of the study into: (1) context; and (2) the processes of IQMS policy enactment.

Context is comprised of two dimensions: an international context which, in turn, is characterised by policy trends such as high stakes accountability, testing, surveillance and the imperatives of teacher performativity. The second dimension of context, namely community, deals with the schools' location and the composition of the populations surrounding the school. Location in South Africa overlaps importantly with race and socio-economic status (e.g. black, township schools are likely to be working class; suburban, desegregated schools are often middle class). These two dimensions may be said to contextualise the enactment of post-apartheid education policies, including the IQMS. Contexts may directly influence what happens at the school and explain how and why it occurs.

Context is further categorised by school conditions that influence policy enactment. Relevant factors that influence the enactment of the policy include: facilities and resources, parent involvement, class size, staff relationships, learner discipline, teachers' workloads, teachers' responses to and perceptions of the policy as well as the availability of development opportunities.

These conditions are important as they determine the conditions within which the IQMS is to be implemented. Poor work conditions, a shortage of staff (which results in bigger teacher to learner ratios), and a lack of resources, will most likely influence teachers' ability and motivation to enact the IQMS policy efficaciously. Not only will the implementation of the policy be duly influenced, but also, teachers' IQMS performance evaluation scores, as all of the above mentioned will influence teachers' ability to teach effectively. Collegiality, trust and support among staff members (especially between post level one teachers and management team members), will influence teachers' development capacity as well as its efficacy. Another factor that could influence the effectiveness with which the policy is implemented is the teachers' response to and perception of the policy. If the policy is regarded as being beneficial, more time and care will be spent on its implementation. The converse is also true.

The diagramme also shows that IQMS policy enactment is divided into two sub-categories: professional development and accountability as explained by the Cognitive Evaluation Theory (CET). CET explains the tension between accountability and professional development (Deci, Koestner & Ryan 2001; Ryan & Deci 2000; Gagné & Deci 2005). The theory maintains that extrinsic reward lowers intrinsic motivation.

The theory distinguishes between two kinds of performance-contingent rewards, that is, “rewards given explicitly for doing well at a task or for performing up to a specified standard” (Deci, Koestner & Ryan 2001:11). These performance-contingent rewards can either be experienced as affirmation of good performance or as controlling. How the rewards are experienced will influence the perceived origin of motivation (intrinsic or extrinsic). Rewards experienced as affirmation of a job done well will increase intrinsic motivation, while rewards that are experienced as controlling will lower intrinsic motivation. Intrinsically motivated actions will lead to interest, enjoyment and inherent satisfaction, while extrinsic motivation through rewards will lead to compliance for the sake of the external reward.

CET thus highlights the tension between being held accountable and developing professionally, where being held accountable can be seen as a control measure. In addition, good performance is rewarded with a pay-increase. It can therefore be classified as a performance-contingent reward with controlling attributes. CET states that performance-contingent rewards with controlling attributes lower intrinsic motivation or perceived self-determination.

In order for work to be effective and enjoyable, the motivation to learn should be accompanied by a sense of autonomy. According to Ryan and Deci (2000), motivation that is self-endorsed gives rise to greater self-confidence and heightened interest, which in turn results in improved performance. Being a teacher used to imply having a sense of autonomy, but as I argued above, with the government’s renewed focus on learners’ performance and the need for learners to acquire new skills, teaching has become prescriptive, controlled and regulated.

This is relevant to our discussion, because the IQMS promises extrinsic reward (pay progression) if a teacher performs well after their performance has been measured.

Improvement is dependent on developing professionally, which is dependent on intrinsic motivation. The proposed theory places accountability and professional development at two opposing ends of a scale. Accountability enforces control and removes autonomy, while professional development is dependent on self-enforced motivation and autonomy, which enhances performance. CET explains the tension between the IQMS Performance Measurement and Developmental Appraisal.

The conceptual framework places the IQMS (as explained by CET) within a framework of interacting variables. The framework outlines real life situations that differ and vary from context to context. It is within these varying conditions that the IQMS is to be implemented. By constructing the conceptual framework in this manner, it becomes possible to study the relationship between accountability and professional development in a way that allows for external factors and context, and its influence on the implementation of the IQMS policy, to be observed.

3.15 CONCLUSION

This is a qualitative research study, with a multiple case study design. The research method and design are informed by the constructivist and interpretivist paradigms, which emphasise the importance of participants' views and perceptions. Data were collected using face-to-face semi-structured interviews at two different schools. Context played an important role, and case studies allowed for the implementation of the IQMS to be studied in specific contexts.

A non-probability/purposive sampling strategy was used where participants were selected according to pre-defined criteria. One former Model C school and one township school were selected. Schools were also selected based on their willingness to participate in the research.

The data obtained from the interviews were recorded, transcribed, coded and analysed inductively. Ethical clearance was gained, as well as consent from all the participants involved. Other ethical considerations were adhered to by ensuring the anonymity, confidentiality and participation of all the participants. A transparent data collection and data analysis process enhanced the validity of the conclusions drawn, while validity was

further enhanced by having data member-checked. The scope of the research influenced the generalisability of the findings, although the main purpose was never to generalise.

CHAPTER FOUR: CONTEXT

4.1 INTRODUCTION

This study is focused, in part, on the importance of context when implementing policies. Ball, Maguire & Braun (2011) talk about policy enactment, and the importance of taking into consideration that a policy is often adapted, changed or forgotten, depending on the context. In South Africa, two of the main contexts, when considering the South African education system, are former Model C schools and township schools.

In this chapter I explain the implementation of the IQMS in one former Model C school and one township school using teachers and school management team members' perceptions of their context, as well as my own observations. Context is discussed by focusing on the communities in which the schools are located, the community and the learners' socio-economic statuses, parental involvement, first impressions upon entering the schools and working conditions; which includes a discussion of the facilities, the resources available to teachers, class sizes and learner discipline. The aim is to determine the impact context has, if any, on the implementation of the IQMS.

4.2 FIRST IMPRESSIONS

Upon entering St. Alex High School through its security gate, and after passing the security guard standing watch at the entrance, I was met with lush green lawns and green gardens. Trees surrounded the main building and provided shade for the classrooms located in the main building. I observed a schoolyard that was neat and well kept. Dustbins were also placed in strategic places around the school grounds.

The school had a large school hall, which formed part of the school's main building, where assembly takes place. The rest of the school grounds consisted of other classrooms, bathrooms and sports fields. St. Alex's main building comprised offices for administrative staff, offices for school management team members, a conference room, a staff room, bathrooms and classrooms further along the building.

Within the main building, chairs are strategically placed to provide seating for parents or visitors. The area was beautifully decorated and inviting. Upon approaching the call

desk in the administrative building, I was greeted by a friendly secretary, one of three people working in the reception area. I could see that the area was equipped with computers, desks, chairs and filing cabinets. The secretarial/administrative staff were friendly and eager to direct me in the right direction.

In contrast, Bokamoso High is situated on a small plot of ground, and is surrounded by a tall fence. The school only has one access gate, and I had to open the gate manually. After entering, a security guard could be spotted sitting under one of the tin roof parking bays allocated for teachers' cars. After signing in, I was directed toward the building containing the administrative office. In contrast to St. Alex, I was not greeted by lush green lawns and green gardens upon entering. There were also no trees to provide shade. I did however find the school to be neat and clean.

The administrative office and the principal's office were situated directly next to each other. The school buildings were converted shipping containers. Each container functioned as a separate entity. The administrative office was not staffed by a secretary, and instead, teachers use the administrative office for their own tasks, such as printing and filing. I had to determine my whereabouts and intended destination myself.

The shipping containers, although freshly painted, give off an ominous feeling, as the windows for the containers are very small, only some of which could open. Because there is no shade, the containers are very hot and stuffy. Every container functions as a separate classroom and the containers are lined up in rows. The containers are limited and mostly allocated as classrooms, resulting in teachers having to use one of the classrooms as a staffroom, instead of having a separate container function as a staffroom only. The staff room thus contains learners' desks and chairs, a desk for the teacher whose classroom it is, with a small fridge, kettle and microwave in the back corner of the classroom. The bathrooms are also converted shipping containers and because the space is limited inside a container, one can barely close the bathroom door. Bokamoso High, in contrast to St. Alex, does not have a school hall or sports fields. The school's grounds only comprises shipping containers.

At St. Alex, automatic gates, lush and lavish grounds, abundant facilities and friendly and helpful staff are indicative of an environment that is both inviting and conducive to

learning and teaching. Bokamoso High, on the other hand, is an impoverished environment that might encumber learning and teaching from taking place at all. Teachers' working conditions and facilities, have been known to contribute to teachers' morale and overall job satisfaction (RSA 2005). This, in turn, contributes negatively to the quality of teaching and translates as a factor that could be reflected in teachers' IQMS appraisals.

4.3 COMMUNITY

St. Alex is a former Model C secondary school in Pretoria, Gauteng. The school is situated in an urban residential area. This area is generally described as a safe area and participants mentioned that the area is multicultural. When asked about the community's socio-economic status, participants replied that it is mostly working class or middle class, and mentioned that because the parents have to work, they struggle to get the parents involved. As one participant noted:

I would say it's a middle class community, but I think that the parents are also not very involved in their children's lives. That is one of the things out here. Working class people work very hard, don't care about [their] kids.

Participants described the learners' socio-economic status as middle class, with a minority of both poor and rich learners. The staff at the school consisted of a majority of 'white' teachers. While the staff was mainly 'white', the learners were predominantly 'black'. Teachers described the racial composition of the school as mixed and diverse, where learners from different races attend the school, but mentioned that the majority of the learners were 'black'. One participant described the community as follows:

Our school community is very diverse, we have about 70% of our school are non-white students, of which a large portion are mainly 'black' students, but we have among the 'non-white' students quite a big group of 'Indian', 'Chinese' and 'Coloured' students as well. Our 'white' students also is very diverse, some of them actually come from Afrikaans primary schools, so they have Afrikaans as a home language... and we also have the situation where many of the 'white'

students are either from; they're from Italian homes and German speaking at home[s] etc. The big challenge that we experience at our school is that it's about 65% of our kids [who] are actually taught in their second or third language. So although we're an English speaking school, most of them do not speak English at home. And that makes it... a very difficult challenge.

The participant's account of the learners' racial diversity as constituting a "very difficult challenge" was noteworthy, and implied that the learners' diverse cultures and 'races' placed strain on teachers' everyday teaching. When asked to elaborate on the topic and asked to comment on how he thinks the school's diverse student body affects teachers' day-to-day functioning, he replied that:

...it is a different scenario to, let's say, Afrikaans neighbouring schools... they are confronted with a homogenous society, you know, everybody speaking Afrikaans, everybody from the same religion, etc. Our school environment is very diverse and one needs to be very aware of that in the way you approach your teaching, your personal life view, or life philosophy, in many cases need to be set aside, so the teachers need to understand that. But in one class, they may have 30 to 35 kids from various religions, various cultural backgrounds etc., and they must understand that, otherwise there might be opportunity for conflict to arise.

The participant mentions that teachers have to constantly be aware of their own prejudices and biases, which might stem from their life views, especially views that could be seen as offensive to people who speak another language, who are from a different race or a different culture, in order to interact harmoniously. The intensification of teachers' work was read as implied, compared to other neighbouring schools. The participant made specific reference to learners from various backgrounds and cultures, all in one classroom, implying that the intensification lay in the extent to which teachers have to regulate and re-regulate their biases and beliefs as they teach, and in their general relations with students.

Bokamoso High, on the other hand, is a secondary school located in a township area in Pretoria, Gauteng. The school is described by teachers as a temporary school, set up to

meet the demand for education in the area. The area is described as safe, and when asked about the socio-economic status of the neighbourhood around the school, teachers were quick to reply that the socio-economic status of the area is working class, but that the learners are not in fact residents of the area:

But then the school is not actually meant to accommodate the children coming from the very same community... So most of our learners they come from should I say informal settlements, surrounding the area where you find the school.

Participants further elaborated that the learners that stay in the area surrounding the school tend to go to former Model C schools, because their parents can afford it, while the learners attending the school are described as very poor. Because of the learners' poor socio-economic background, the school also had a feeding scheme, whereby they provide the learners with a meal every day. The learners are very dependent on the feeding scheme, as one participant noted: "because we have the feeding scheme and you know what, they use the feeding scheme like nobody's business...". The participant also noted that, because of the feeding scheme, they can guarantee good learner attendance, and that most learners only attend school to have a meal before they leave:

...most of them they were absent, there were a lot of absentees, but since we provide them with food... they come, they come you know. They attend every day and they attend until the last day of closing the school... Mainly we have discovered they attend because they want to eat before they leave.

This is worrying, as it implies that learners only attend the school in order to receive a meal. The school has thus inadvertently become likened to an eatery or kitchen, instead of the learning institution it set out to be. Learners' need for food will ensure their attendance, but the question now becomes: what might ensure learners' attendance should their need for food be eradicated? Learners' attendance being contingent on securing a meal speaks to a system that, much like the IQMS, promises extrinsic reward, instead of the intrinsic reward inherent in learning.

In contrast with St. Alex, participants commented positively on parental involvement. One participant compared parent involvement at Bokamoso High to a previous school they were working at and said:

...I would say, especially in this school, believe you me, this school compared to where I'm coming from we are working, extremely so, and the community is involved, they, like the parents... where I was coming from, you know, it was just, they would call a parents' meeting, I mean less than twenty-five will be there with learners of plus minus [a] thousand or more, but here parents are playing their part, it is very few those that are not partaking [i.e. participating].

Another participant mentioned that because the school's grounds are occasionally used for church services, not just the parents are involved, but the whole community. The participant mentioned that everyone in the surrounding area is aware of the school and therefore participates in school activities, and also helps to make sure that the area is safe.

A picture of two contrasting communities is painted when comparing St. Alex and Bokamoso High. The former includes parents, although not described as involved, that are socio-economically stable, and able to provide the basic necessities for their learners. The parents and learners stay in areas described as residential, implying proper housing and facilities. The latter, although being characterised by parents that are involved, is also characterised by learners who attend school in order to receive a meal, which they are not able to receive at home. The learners don't reside in the school's immediate surrounding area, but rather an informal settlement at some distance from the school. The learners' residences are described by teachers as 'shacks', which includes a lack of basic resources.

4.4 WORKING CONDITIONS

4.4.1 Resources

Participants at St. Alex commented positively on their working conditions with regard to school resources. The teachers have all the necessary resources for learning and

teaching to take place and in some cases, more resources than most other schools. As one participant mentioned:

Our classrooms are in a very, very good condition, very clean. We get a lot of support from the governing body, teachers don't need to clean classrooms, they are cleaned by an outside company coming in with cleaners [...] in terms of IT resources, all our classrooms have data projectors, we have just recently two months ago installed seven new electronic, state of the art electronic whiteboards in our maths department, our sciences, science departments, life science and physical science even have visualisers in their labs. They can actually do experiments, they can actually do experiments and screen the full experiment on the screens. The whole school has Wi-Fi, every teacher has access to internet in the classrooms. They can actually; all our teachers have laptops, we give teachers a laptop subsidy, so they buy their own laptops, but the school subsidises 50 of their laptops, of the cost. So we communicate very much via email with each other. So all district memos, information, things like that, is within 10 minutes of receiving it electronically the staff has it. So it's; so from that perspective, we are very well resourced.

If teachers feel there is a need for more resources, or lack something specific, it is budgeted for and can be expected to be received timeously. As one participant notes:

...if you have a problem with anything the management door is always open, if you need something like a new smart board or whatever we budget for, anything, you can receive [it]. And the most important all of them have a touch screen smart board. So it is a very good working condition. You can take coffee whenever you want, you can take a red pen whenever you want.

All the classrooms have enough desks and chairs for learners and the school have enough textbooks for all the learners. Not only are teaching aids readily available, teachers at St. Alex also have access to a fully equipped staffroom, where they can enjoy their free periods or break. Teachers also have access to sugar, coffee, tea and milk during the day, to use as they please.

Working conditions at Bokamoso High with regard to resources, seem austere in comparison. As noted, the classrooms are converted shipping containers. These containers are not conducive to effective teaching, as it is either too hot, or too cold. As one participant said:

...you know the structure itself is not that conducive. When it's hot, outside there, it also becomes extremely hot [inside the containers], when it's cold, the same thing applies. During rainy seasons, for one to move from one class to the next it becomes havoc, because you have to walk in the pool of water.

Teachers and learners, during rainy seasons, would have to walk through mud to get to the other classrooms, because there are no sidewalks or adjoining hallways between the classrooms. Another hindrance to teaching is the fact that some classrooms don't have working electricity. Although all the classrooms were initially set up or installed with electricity, some classes can't seem to use it, and the cause remains unknown.

With regards to teaching aids, Bokamoso High's resources are very limited. One participant said the following:

...we don't have resources. We struggle a lot when coming to resources. We don't have Science Lab, we don't have a library, we don't have a staff room, we don't have... The resources that we have that we use fruitfully, textbooks, then we have textbooks and everything, we have those, we have photocopy machines, but we don't have faxes, we don't have [telephone] landlines. So somehow somehow it's difficult to run the lesson, we don't have... like you can't use your computer and show learners pictures or a movie, especially with History; you just can't; we don't have those things.

The participant quoted above is of the opinion that the supply of textbooks required by learners is sufficient, but other teachers are not of the same opinion:

I think the frustrating part, it's going to be the infrastructure. Learners they are fine, the staff is fine, so it's just that the infrastructure and then sometimes the resources. We are running short of resources, it's just like, to find that we only, the, especially with textbooks, you will find that you have got shortage of

textbooks, then you still have to deliver a lesson, especially with me, I teach language. You know that you need to teach, it's paper... its books, literature books, and you find that learners don't have [any books or paper] so you have to put them in the pairs. They sit in pairs, they don't read individually, they have to sit like two or three and in a way it tends to disrupt somewhere someone, because someone, some of the three, one of the three might not be even interested in the [book] that you are reading, and then they tend to disturb the others. So the resources are a bit frustrated, they are, and the infrastructure.

With regard to other resources, teachers' options are limited. Teachers at Bokamoso High do not have access to telephones, data projectors, WiFi or computers in their classrooms. Even if teachers had these resources at their disposal, most would not be able to use it, as some classes do not have access to electricity. This increases teachers' workloads, as one participant noted:

Like it was going to be easy if we had overhead projectors because like it is time consuming to rewrite the activities on the board and the corrections on the board. So now, when it comes to the facilities I think we lack too much in our school, ja.

Teachers are thus left with the task of buying their own resources if they find the use of only a blackboard insufficient, without the hope of being reimbursed by the school or the DoE:

To make sure that if it helps in delivering the lessons to the children you have to make it your own. You cannot say I bought this, the school must reimburse you, it doesn't work like that. So it's your own. So it would be, I have to come from, from you, it has to be your own baby.

4.4.2 Class size and learner discipline

Learner discipline in the classroom was identified as a problem at St. Alex. Teachers reported an average teacher to learner ratio of 1:35, with some teachers teaching classes of 15 learners. Most of the participants, despite finding the number of learners

in a class a manageable number, identified learner discipline as one of the areas they struggle with when teaching.

Discipline is not that great at this school. Unfortunately it's the majority of learners are not disciplined at all. It's mainly more of a, I find it's just an arrogant self-entitled kind of, I don't know if that's all teenagers nowadays, but I find it at this school, unfortunately discipline is not that well dealt with. The systems we have in place, I feel doesn't actually work, so ja.

The teacher made reference to the fact that disciplinary matters at school are not dealt with very well. Another teacher also commented on the way disciplinary matters are dealt with and said:

I think in many cases many school[s] do struggle with it because it isn't easy any more, but I think we might have had people in the past that maybe dealt with discipline issues better than what they are currently being dealt with. It is also difficult cause nobody wants the job. I mean I don't want that job. [sic]

Among other things, the teachers seem to attribute the lack of discipline at the school to mismanagement, where teachers explained that there is no accountability when learners misbehave. Some felt that the system in place to manage misbehaving learners is not appropriate, as the discipline in the school does not seem to improve.

In addition to commenting on management's role in disciplinary matters, teachers also attributed the lack of discipline to a lack of parental involvement, where they can't manage the learners because the parents don't support the school in this regard. One teacher commented:

Discipline with the kids, I think it is a challenge, but I think at all schools it's a challenge. I think here the challenge is because you don't get involved with a lot of the parents. So you can't phone home and say listen, your child is not working with me, and they say but what are you doing about it.

Another factor related to discipline at St. Alex is drugs. More than one teacher said that substance abuse by the learners contributes to the lack of discipline, where one teacher said that:

I think the main problems are there are a lot of drugs in our schools, I think drugs is the problem, and because they're using the substances then they get aggressive towards the teachers and then it elaborates [escalates].

The teacher went on to say that although the learners become aggressive, they don't necessarily become physically violent, and that teachers don't have to worry about being physically harmed by a learner, however, on the other hand, it was revealed that the school is already making plans to have cameras installed in the classrooms, which would seem to indicate a more severe problem.

Teachers at St. Alex have to complete yellow slips in order to record the learners' misdemeanours, and in most cases, they have to phone either an SMTM or the disciplinary head to assist them with dealing with the learners in their classrooms. Teachers then also have to phone the learners' parents if the problems persist, and, as stated, the parents are reluctant to intervene, and do not support the teachers in their endeavours to improve discipline at the school. Teachers also don't have the necessary support from management to deal with the issues they face. This also contributes to teacher workload, where time meant for teaching is spent dealing with disciplinary issues. One participant, after complaining vehemently about learner discipline and the complexities involved in dealing with disciplinary problems, said the following: "hopefully you are not considering going into teaching." This statement is indicative of teachers' frustration in having to deal with disciplinary issues to the extent that they are obliged to do, also implying that teaching as a career has become a questionable career choice as a result. Teachers thus experience learner discipline as negatively influencing their morale and their inclination to teach well, and is ultimately seen as just one more aspect that contributes to their workload.

At Bokamoso High, teachers report having a teacher to learner ratio of up to 1:60. Given that classrooms at Bokamoso High are converted shipping containers, having up

to 60 learners in a class can become a problem. One teacher, when asked if they find the teacher-learner ratio manageable, said: “no, it’s absolutely impossible to manage that class...”

Despite having a teacher to learner ratio of up to 1:60 in some classes, teachers shared that discipline was not the biggest issue at their school. Teachers tended to comment on the lack of resources more than on learner discipline. When asked about learner discipline, teachers had mixed comments. One teacher even said:

The learners are disciplined. We do have those challenges, whereby you come across a learner who is not, but in the majority, believe you me, they are hey.

Another teacher, when asked about learner discipline, even said learners are very disciplined. Upon probing whether or not that was because the learners themselves are disciplined or whether the school had anything to do with it, the teacher replied:

No, it’s not on their own. It’s mainly, not necessarily mainly, but it’s a joint effort, management, the teachers, probably like I said, the parents are also involved, so we are helping one another.

Despite teachers at Bokamoso High’s comments regarding learner discipline to be mostly positive, when asked about it, they indicated that they would like to develop their ability to manage discipline more effectively when asked about the kinds of developmental opportunities they would like to attend. Many teachers indicated the management of learner discipline as an issue during those conversations, but neglected to mention it while specifically being asked about it. The reason for this is not clear, but let it be known that teachers at Bokamoso High identified learner discipline as a concern, or rather, the management of learner discipline, but to a lesser extent than teachers at St. Alex.

Once again, a stark contrast is drawn between conditions at St. Alex and Bokamoso High. Teachers at St. Alex enjoy teacher and learner ratios of no more than 1:35, while teacher and learner ratios at Bokamoso High can reach up to nearly double this ratio. Managing a class of 60 learners, in a shipping container seems a mammoth task, where

some teachers described it as completely unmanageable. Despite finding their class sizes manageable, teachers at St. Alex reported struggling with discipline more than teachers at Bokamoso High. Teachers at Bokamoso High attribute the fact that learners are well behaved to good teacher and management relationships, where teachers and management support one another. Another factor according to teachers is good parent involvement. In contrast, teachers at St. Alex reported not receiving any support from parents, and generally regard them as uninvolved. Teachers comment on the relationship between discipline and the lack of parental involvement as due to the difficulty of fostering a sense of discipline among learners, without parental support. Teachers also found that having to deal with disciplinary issues contributed to their workloads, and affected their morale.

4.3 CONCLUSION

The community in which a school is located plays a role in its functioning. As could be seen from the data above, the communities in which the schools were located tended to influence not only the socio-economic status of learners attending the school, but also the parent and community involvement. Parental and community involvement are important factors to consider, as a lack of parent involvement negatively influences not only the teachers' ability to discipline the learners, but it also contributes to their workload. When parents are involved, learners tend to be better behaved, and if any disciplinary issues were to emerge, teachers could simply ask the parents to intervene or to support them. Teachers at St. Alex lack parental involvement and subsequently struggle with discipline at the school. Teachers at Bokamoso High, on the other hand, have great parent involvement, and struggle with disciplinary issues to a lesser extent than teachers at St. Alex. Teachers at St. Alex also report that having to deal with disciplinary issues, to the extent that they do, contributes to their workload and in some cases hinders them from teaching effectively. It is interesting to note that class size, in this case, does not seem to matter. Teachers at St. Alex have far less students in one class and still find that the learners make their lives as teachers very stressful and difficult. The learners also take up much of management's time, as they are obliged to intervene on teachers' behalf on a regular basis.

Participants at Bokamoso High did not report struggling with discipline to the extent that participants at St. Alex did. They did, however, comment on the lack of resources and proper facilities, as barriers to effective teaching. This is not uncommon for a township school, as township schools in South Africa are generally characterised by a lack of resources, basic amenities and proper facilities. Teachers at St. Alex have a lot of resources at their disposal, as well as proper facilities, whereas teachers at Bokamoso High teach in shipping containers, some without electricity, with only a blackboard at their disposal as a teaching aid. Teachers are thus required to manually write the lessons and instructions on the blackboard for every class. This contributes to their workload where they cannot prepare for lessons ahead of time by simply typing up PowerPoint presentations and using these multiple times, like the teachers at St. Alex are able to do. Teacher to learner ratios at Bokamoso High are also cripplingly high, with some teachers having up to 60 learners in one classroom. These factors hinder teachers from teaching effectively and adds to their workload as well.

The differences between St. Alex and Bokamoso High mirror Johnson, Monk and Hodges' (2000) distinction between two main types of school contexts to be found in South Africa. One scenario to be found in former Model C schools, includes proper facilities, plentiful resources and an expectation of academic success. The other, as found in township schools, is characterised by dilapidated buildings and resources and disadvantaged learners. These characteristics can be attributed to St. Alex and Bokamoso High, respectively, pointing toward the schools' likeness to conditions found commonly in South African schools. Problems experienced at St. Alex and Bokamoso High can thus not only be assigned to the schools themselves, but can also be seen as concerns experienced in totality by the South African education system.

By analysing the data with respect to the communities in which the schools are located, the community and the learners' socio-economic statuses, parental involvement and then working conditions, which includes the facilities, the resources available to teachers, class size and learner discipline, two very different and distinct contexts are laid out within which the IQMS is to be implemented.

In a study conducted by NAPTOSA in 2002 (in RSA 2005), unsatisfactory working conditions were cited as a contributing factor to low teacher morale. The teachers in this study voiced a need for better facilities. The DoE (RSA 2005: 62) concluded from the NAPTOSA study that low teacher morale and the subsequent low job satisfaction impacts upon teachers' teaching efficacy, as "even if teachers are in their classrooms physically, they may have neither the capacity nor the interest to give their full professional backing to the educational enterprise and ensuring that standards are maintained and quality of teaching is sustained" (RSA 2005:62).

All this impacts on the implementation of the IQMS, where teachers are appraised according to the quality of teaching. Quality of teaching is first and foremost appraised during class visits by the HODs, which is affected by the amount of teaching resources, learner discipline during the class visit (and teachers' management thereof), as well as teachers' morale. Quality of teaching is furthermore determined by criteria that include teachers' participation at school. It can be assumed that if teachers experience low job satisfaction, and that this negatively affects their teaching efficacy, that it will negatively impact their overall relationship and association with the school as well. In addition, teachers are also judged by the amount of extra-curricular activities in which they participate. A lack of facilities and resources to host extra-curricular activities will thus negatively influence a teachers' appraisal. The same can be said of a lack of resources and discipline. If sufficient and abundant resources and facilities is said to contribute to teaching positively, the reverse must also be true. Some schools and teachers are thus unfairly advantaged, while others reap the consequences of oppressive and discriminatory racialisation of education, and its deep-rooted and enduring socio-economic effects.

CHAPTER FIVE: ACCOUNTABILITY

5.1 INTRODUCTION

Context as a concept has been central to this study, as it deals with the relationship between accountability and professional development within school environments that differ. The IQMS is the epitome of a neoliberal ideology, encapsulating an international discourse about accountability, to be enforced in a developing country with diverse school contexts. The IQMS holds teachers accountable by appraising them according to set performance standards, and these set standards are to be used consistently in different contexts.

Two distinct schools, archetypal of two of the school contexts found in South Africa, were selected in order for teachers and SMTMs perceptions of the IQMS to be compared. The two schools selected, as can be seen in Chapter 4, constitute two very different and distinct contexts within which the IQMS is to be implemented, and within which teachers' perceptions and experiences regarding the IQMS are to be crafted. It is therefore interesting to note, as I shall show in this chapter, that according to the research participants, context is not that important in informing their views about accountability because, irrespective of the school and the context, there was more agreement than difference among teachers from both schools. At both schools, irrespective of context, teachers were critical of the IQMS. However, school context is important in another sense, where context determines the degree to which the teachers at the different schools can meet the requirements of the IQMS.

This chapter will look at what teachers had to say about the criteria by means of which they are appraised, learners' test scores as a means of appraisal, accountability as a tool of surveillance, and finally accountability's effect on their workload. These themes will be discussed with reference to the IQMS and its implementation in the two schools. Context has an effect on, for example, the extent to which teachers can fulfil the expectation set for them, learners' test scores, and the effect of the IQMS on teachers' already varying workloads.

5.2 PERFORMATIVITY

What it means to teach and what it means to be a teacher is a contested subject. What is not contested is the need for a system that reflects what teachers do in practice, instead of teachers having to change what they do to suit the system used to appraise them. This move away from what it means to teach and toward what accountability policy dictates should happen when teaching is called performativity. Ball (2003) attributes performativity to the drive for accountability. He describes it as a philosophy focused on judgement and comparison to control and change, all for the sake of reward. Teachers are encouraged to continually improve their practice without consideration for the feasibility and practicality thereof. With performativity, the essence of what it means to be a teacher is also lost, because the focus shifts away from what teachers could do, to what they are doing at the precise moment of check-up, which is then regarded as representative of their everyday teaching. Ball (2003) further states that performativity does not hinder work from being done, but instead redefines what work is and what it means to 'work'.

When teachers from both schools were asked to talk about their opinion of the IQMS process, and criteria used to appraise them, most teachers initially said that the process embraces what teachers do and that the criteria used are broad enough to encapsulate what it means to be teacher, but they were very quick to add that both the process and the criteria have their drawbacks. One teacher at St. Alex had the following to say about the criteria used to appraise teachers:

Ja it's not really, and that is like important things that people – that's why I think I'm a teacher, because I love to work with children, but nobody is saying thank you. You get thank you for; for the fact that you have admin... That you belong to a union.

The teacher's use of the expression "important things" is indicative of a system that has moved away from its essence, its purpose, which in this case, as the teacher said, is to love working with children. Teachers feel that the criteria, instead of focusing on things

teachers regard as important, focuses on aspects such as teachers' administrative competencies. Another teacher at St. Alex also added that:

I don't think it's important for a teacher, it's not going to help me [if] I belong to a union or I take part in a professional body, or I'm sitting on the governing body, that it's going to help my children, or how I am teaching.

It appears that some teachers feel that some of the criteria with which they are appraised are unnecessary, and that the focus of the criteria moves away from what they feel are important aspects of teaching. Except for having a passion or love for working with children, the question then becomes, what subjects or topics do teachers feel should receive focus in the IQMS evaluations, if not their administrative capabilities, their union affiliation or their participation in SGB matters?

Teachers at Bokamoso High commented on the criteria's lack of consideration for contextual factors. One teacher even said that: "...it's difficult to really find out the quality [of]... teaching", because of the criteria's lack of consideration for context. The teacher made the argument that teachers are restricted by their contextual factors, where for example, teachers can't move through the class freely, as space is restricted inside the containers, since the classes are overcrowded. She added that learners also don't have enough textbooks to each be allotted one individually, forcing teachers to place learners in groups. She makes the argument that this influences a teacher's appraisal, where learners are more likely to misbehave if they work in groups or pairs, which reflects negatively on the teachers' management of discipline.

The teacher's comment that the quality of teaching can't be determined stems from her reasoning that the factors mentioned above influence a teacher's appraisal, and these are contextual factors that can't be addressed instantly and without difficulty. She argues that the teachers' abilities are then only seen in light of these contextual factors, and does not allow for the teachers to be assessed without the encumbering circumstances mentioned above, leading to a biased assessment which is not a true reflection of the teachers' abilities, were they allotted the necessary resources to address the impeding variables.

More than one teacher at both St. Alex and Bokamoso High also described the criteria as limiting, in that it doesn't allow a report of what teachers actually do in the classroom. A teacher at Bokamoso High reflected on her experience with the forms and paperwork to be completed upon a class visit to appraise a teacher and said:

Ja, to a very large extent I would say there is, there is room for improvement, and it's difficult when you have to write everything that you do into one sentence... It limits you, I mean whatever feedback I am going to give you is restricted to those few lines that are there, which might not give you the whole picture of the person behind the form.

A teacher at St. Alex said that her HOD uses the extra comment section on the class visit form to report on her abilities as a teacher, because the criteria does not allow for that:

...like she would say, well it's in Afrikaans now, but she would say that I handle my classes well, that I treat the kids with respect, and the things that I do outside of school that also involves the kids. Because to me, involving the kids is a really big part of teaching. Not necessarily, yes, Afrikaans is also very important, that's what I'm here for, but it's more of a... it's a broader thing that you have to look at. You have to look at the kids.

It is noteworthy that both teachers, from different schools, used similar terminology to describe the criteria's limiting effect. Both teachers felt that the criteria did not allow for a "whole" picture or report to be produced and that it had to be "broader". Instead of a holistic view of teaching, what it means to teach, and an accurate reflection of their teaching abilities, teachers were left without recourse to feedback, or at best, with words scribbled on the bottom of a class visit form.

Another noteworthy observation is that teachers at both schools are appraised using the same criteria with regard to extramural activities. As a teacher from Bokamoso High noted:

[It is the] scoring [of] educators on extra curriculum activities that gives me serious problems... It's not only the learner[s] that want to play, even we [as] adult[s]... want to play [i.e. coach different sports]... So we [also] want sports facilit[ies], we also want table tennis, we want [a] tennis court... like now [for] January, they've already given us a programme for athletics as part of extra curricula[r activities]... They are [also] going to give us a programme for netball, soccer and cricket [and] we won't even go there [i.e. participate in these activities]...and [with] chess... [we played] some chess with some learners...but the boards were not enough...

It is clear from the teacher at Bokamoso High's viewpoint that teachers would enjoy participating in extra-curricular activities, but they are denied the opportunity because of a lack of facilities and resources. Yet they are appraised for their participation in extracurricular activities as if such circumstances for teachers in schools across South Africa are uniform.

In the view of teachers from both schools, as quoted above, some of the criteria used in the IQMS are misleading, leading to distortion, and focuses on aspects of being a teacher that they deem less important, while neglecting to look at aspects they feel are quintessential to being a teacher. Teachers at Bokamoso High felt that the criteria's lack of consideration for contextual factors influenced their appraisals negatively, and did not allow for a true reflection of their abilities to be reflected, as appraisals void of the encumbering circumstances in their classrooms are not possible. Teachers from both schools feel that instead of focusing on administration, affiliations to unions and participation in SGB matters, the IQMS should focus on their teaching ability, their treatment of the learners they teach, both within the school and after school, especially with regard to their participation in extra-mural activities and the time, care and effort put into their preparation for lessons, not just the implementation thereof.

Teachers at both schools spoke at length regarding the IQMS process as a whole not being conducive to producing a real reflection of teachers' work. A SMTM from St. Alex noted:

...when I visit my teachers, it is like a show. They put on a show, usually, most of the times when I pass their class, I can see they are not using the data or videos, but that day they are using the videos, they are using the data projector. It is all nice, so it shows what a teacher can do, but it doesn't show what a teacher normally does.

The teacher's use of the word "show" is of significance, in that it implies that teachers have to put up a performance when they are being appraised. Teachers at both schools expressed that the appraisals were unlikely to reflect the real circumstances of teaching. A teacher from St. Alex explained:

...everyone sees what I show them ...they're seeing in my class what I want to show them you know? They are not there all day so they don't actually know what goes on when this kid irritates me or when I'm not in the mood. Who's to say I don't just sit behind my desk and give them work from the textbook, but when they come in I'm walking up and down, and there's pictures and that you know? Not that I do sit behind the desk... But I think it shows, what I want you to see is what you will see.

The teacher's description of what could possibly be happening in her classroom when she is not being appraised is a reflection of what happens in some classrooms on a daily basis. The sentiment was not just expressed at St. Alex, but by a teacher at Bokamoso High who meanwhile noted:

The process, truly, it does not reflect everything that they do because I would simply say okay, I've done this particular part, just because I know this day... because you are told prior that "I'll be coming on this particular day for these." I can just tell my learners "this is how we are going to do, we'll be having a visitor and this is how we behave" and stuff like that, probably, I don't say people should just jump in and say "I'm here now", but still...

Both teachers at both schools expressed a similar sentiment to that experienced by the SMTM who said that teachers put up a show or performance on the day that they are assessed. Because the appraisal of teachers using the IQMS requires a date to be set

for a class visit, teachers anticipate the assessment and plan accordingly, just like teaching to-the-test. Teachers then present an 'ideal' lesson. Both teachers across schools also reference to learner behaviour during a class visit. Learners' behaviour, as evidenced by their general lack of discipline, especially in St. Alex, is capricious, and the IQMS does not account for this in its valuation of teachers' lessons. Instead, teachers, as mentioned above, might feel the need to try and account for their behaviour beforehand by warning them about the class visit as well. This creates a situation in which both the teacher and learners are performing their part for the class visit, producing a misapprehension of what takes place in class on a regular basis.

Although some teachers feel that both the criteria and the process of the IQMS are sufficient in appraising or bringing teachers to account, most do not feel that way. Most of the teachers at both schools feel that the criteria are not indicative of what a teacher does and that the criteria used are not the criteria teachers feel are important. Teachers find the criteria limiting, where it tries to encapsulate everything a teacher does and is expected to do in a few forms or a few lines. Teachers feel that the criteria and process does not give a holistic overview of their abilities, and that it neglects the essence of what it means to teach, especially what it means to teach in context. This corresponds with what Hargreaves (2000: 152) means when he says that professional standards are not just reflected in skill and knowledge, and that trying to define it in those terms alone will take away the emotional and affective aspects of a teachers' work "in terms of being passionate about teaching, and caring for students' learning and lives".

With regard to the process as a whole, teachers reported that class visits are not an accurate reflection of their work. Teachers sometimes feel the need to have to 'perform' during class visits, scuppering the purpose of the visit, which aims to provide an opportunity for an accurate in-person means of assessment. Teachers at both St. Alex and Bokamoso High mentioned that they make special preparations for class visits and that they put in a lot more effort for lessons to be presented during appraisal class visits. SMTMs also notice that teachers put more effort into their lesson preparation, when comparing it to how teachers usually behave, and teach on days that they are not being appraised. This shows that teachers are judged solely on the quality of their teaching on

days they are being appraised, which cannot be seen as a reflection of their teaching aptitude, as this is not how they normally behave. It would seem that teachers, instead of being held accountable for what they are doing, feel they have to change what they do during the process of accountability.

5.3 TESTING

High-stakes accountability is not novel, but has come to be progressively present in accountability policies over the last few decades. High-stakes accountability involves holding teachers accountable based on their learners' progress and achievements, or indeed lack thereof. Whether this method of accountability is reasonable is contested.

Although high-stakes accountability is not overtly prevalent in policies in South Africa, some teachers still experience learners' marks being used to hold them accountable. One teacher, while being asked about the IQMS process and criteria, said that the IQMS is done throughout the year, but that learners' results at the end of the year are actually what counts:

Because if you look at it is not looking at my part, because there are certain things... if they are going to look at the IQMS it is done now, but let's look at the end results of what I mean to do, does it count it? My results are not helping, it is going to measure it at the end of the day [i.e. it will be reflected in learners' results at the end of the year], but we [already completed]...the IQMS...

The teacher felt that the IQMS process and criteria are inadequate, because what teachers do and don't do cannot be measured by looking at learners' results at the end of the year. The teachers' sentiment was shared by others at St. Alex. An SMTM from St. Alex, when asked for a definition of performance measurement said:

I understand that is something we measure a teachers performance according to that. That is why I am saying they may, we look at the class average, if a teacher's class average is below 30, that means most of her kids are failing anyway. So clearly there is a problem with the teacher.

The SMTM's answer reflects the presence of high-stakes accountability in South African schools, even though it is not explicitly mentioned or required by accountability policies. This may indicate that although the IQMS does not take into consideration learners' marks, some SMTMs and teachers still feel that learners' marks are, and should be, used to determine whether they are doing what they ought to be doing.

Teachers' opinions of the relevance of learners' scores being used to hold them accountable is mixed. Some teachers agree that learners' marks are an accurate representation of teachers' efforts throughout the year, while some feel that too many variables have an impact on learners' marks for it to be used as an accountability measure. One SMTM put it thus:

If the learners do not actually perform, somewhere, somehow, there's something wrong with the teacher and the methodology, or the style of teaching, that maybe to be scrutinised and be looked at. So yes, there's a link between the learners' performance and the teaching, that the teacher's actually applying in class. So if there is poor performance from the learners' side, then we need also to check how is this particular teacher doing his teaching. Maybe he lacks somewhere and then that needs to developed and checked.

This SMTM's opinion is that there is a definite link between learners' scores and teachers' performance and that it is thus fair to judge teachers based on their learners' marks. The SMTM is also of the opinion that learners' marks could be an indication that teachers are lacking somehow and that developmental programmes should be focused on the improvement of teachers' teaching ability.

These participants assumed that a whole class' poor performance in a subject is directly and unequivocally attributable to the teachers' lack of competence. These opinions, however, are debatable, as it has been argued convincingly that many factors influence learners' marks (see Lashway 2001; Hochberg & Desimone 2010; Darling-Hammond et al. 2012; O'Neill 2013).

Some teachers feel that learners' progress is directly linked to their performance and that it should be considered to determine a teachers' effectiveness. Some, however, feel that learners should be held responsible for their own work, and not teachers:

If you have done your work, and you... do the testing, you can go that far and not further, you can't take them by the hand and... tell them I am going to write for you. So they have to... take responsibility for their lives also.

Some teachers share that sentiment, and feel that too many variables influence learners' marks, and that these variables are not taken into consideration when looking at learners' marks. One teacher from Bokamoso High, when asked whether learners' marks are an accurate representation of teachers' efforts, said:

Eish, that one eish... because like in our situation here, most learners are staying far so they don't have time to study, that is what I've noticed like in our case, they don't have time to study... When they arrive... at home they are tired then they find the house untidy, they must clean up, they've got many domestic problems those learners. So I don't think it is fair...

The teacher at Bokamoso High's statement reflects the reality of many of South African schools' learners. Learners are burdened with domestic tasks, long travelling hours to and from school and limited resources at home. This makes it difficult for them to do homework and study for tests and exams. Learners' scores achieved for tests would then not be a reflection of either the learners or the teachers' abilities, but instead a reflection of learners' circumstances. A teacher from St. Alex said the following:

I almost don't even look at them anymore. If I have to take my Grade Nine classes, then I know I have taught. I have been teaching for twenty-two years, I know I teach a kid about accounting. They don't want to do it, so if they walk in and they sit in my class and they lie on their arms or whatever, they get 18% for the test...

Learners from St. Alex don't have the same taxing circumstances at home that the learners at Bokamoso High experience, that might be attributed to their poor

performance. Some teachers at St. Alex, however, still feel that learners' results are not an accurate representation of what happens in the classroom, because learners are given the choice to participate in class and study for tests, which some, for arbitrary reasons, choose not to do. The teacher from St. Alex feels confident in her teaching ability after 22 years, and doesn't consider learners' results to be a reflection on her teaching, as she feels that she has taught adequately, and that if learners perform poorly, it is attributable to their own study habits. These aspects are only a few of a multitude of variables that might influence a learner's mark in a test.

Teachers from St. Alex that feel that learners' marks should not be used to hold teachers accountable agree that there are exceptions to be made in some cases. Even though they are opposed to high-stakes testing, they feel that, should a whole class or grade be performing badly in a test, the teacher and teacher's efforts have to be questioned. A teacher at St. Alex shared the following opinion:

They do not show a true reflection of the teacher's efforts at all. Sometimes they do. You can, if the whole class is doing very poorly then you know something, there is something there...

Another teacher from St. Alex also said:

If the kids are doing badly in the paper, in the exam paper, then you must go and look, did I set the paper in a way that is on standard, or was it too difficult, or did I even ask the questions in such a way that they don't understand what I was asking?

The teachers' statement above reflect the ambiguity of the assessment, where learners' marks may be used as an indication of the teachers' abilities in some cases. According to participants, if a whole class or grade is failing, the teacher's teaching ability or ability to set examination papers has to be questioned. Teachers were, however, very adamant that these are exceptional cases and should only be considered if the whole grade or class are performing very poorly. This, however, is still debatable, as the multitude of factors that can influence individual learners' marks, can surely affect the whole as well.

Teachers' opinions of high-stakes accountability are very mixed. This reflects the opinion of its value worldwide. Some countries, such as the USA, Wales and Ireland incorporate high stakes testing into their accountability policies, while other countries, such as Canada, Finland, France, Japan and Sweden refrain completely (Rotberg 2006). It is clear, however, that teachers feel that they are judged because of learners' results and that it should take place, even if just in atypical cases. Most of the teachers interviewed in this study feel that learners' results at the end of the year is what teachers work toward and should therefore be considered as an indicator of their performance throughout the year.

5.4 SURVEILLANCE

Despite not being asked about the relationship of accountability with or similarity to surveillance or the surveillance curriculum, some teachers held an opinion about it. The literature paints a picture of total resistance, not just from learners, but teachers as well. The argument is made that because the IQMS experiences resistance as it resembles the inspection system of the apartheid era, which was characterised by oppression, surveillance and control (see Jansen 2004, Chisholm 1999, Biputh & McKenna 2010, Madrid & Dunn-Kenney 2010). This sentiment, however, was not reflected in teachers' responses during the interviews included in this study.

The inspection system in South Africa, before the IQMS was implemented, involved teachers being checked-up on by education department officials. Teachers had to report their own, as well as the school's performance to an official appointed by the department that did not know the teachers or the school. The appointed official would then be responsible for evaluating the teachers' abilities. The argument was made that the department official, not knowing the school or the teachers, would make conclusions that did not reflect or take into consideration the reality at the school. To avoid this, the IQMS presents teachers with the opportunity to choose one of their peers to assess them in conjunction with the HOD. Some teachers, however, do not like this aspect of the IQMS and would prefer for someone unaffiliated with the school to assess teachers. A SMTM at St. Alex, when asked about her opinion of the IQMS, said the following:

You know what if I had to actually choose between IQMS and previous inspections like the old inspections, then I will rather go for the old inspections. This [The IQMS] is more... wishy washy. You just complete the documents and... you do what you have to do and you hand it in and you get [a salary progression], but sometimes I feel... that people think... they are entitled to a salary progression even if they... are not... [I]f they combine this with... those inspections that we had... [30 years ago], then it [the IQMS] would have been... more successful.

This sentiment is also shared by more than one teacher from Bokamoso High. One of these teachers said:

It's very biased, you know it needs an element from the outside. Expert element from the outside to be part of the, of the whole team... I don't think it is... fair, for everybody, for the learner, for the employer... we have been doing this thing [from] I think 2005, the first time I went through IQMS, that we formed DSG's in groups of friends... And in that alone, I don't think it's fair. That is very difficult to say to a friend that look we can't do the gradient like this, we must do it like this, it's difficult, but now if we, if we have somebody, an expert from the outside, though one is little but if we can have somebody who can, who can come and put what, a standard across the board...

The teacher at Bokamoso High feels that the IQMS is unfair, because teachers form groups with friends and ask their friends to assess them in conjunction with the HOD, allowing for bias, suggesting that measures are taken to find more neutral means of assessment. The teacher feels that someone not affiliated with the school has to be involved in the process in order to standardise the appraisals. Another teacher from Bokamoso High reiterated this sentiment, noting “the loopholes that are just indicators, that you have friends coming to form a group”

The teacher feels that being able to choose your peer to appraise you and assess your lesson presented for the class visit is a loophole in the IQMS. The use of the word ‘loophole’ is significant, implying a fault not accounted for, whereas this aspect of the

IQMS was carefully and deliberately planned and included in the policy. Despite the literature's indication that teachers resist surveillance and resist the IQMS because it resembles a surveillance inspection system from the apartheid era, some teachers believed the current system was not neutral, and allowed for biased assessment.

5.5 TEACHERS' WORKLOADS

In Chapter Four, while discussing teachers' working conditions, reference was made to teachers' workloads. Both the availability and/or lack thereof and learner discipline indirectly contribute to teachers' workloads. Teachers at St. Alex have the benefit of having a multitude of resources at their disposal, while they struggle with learner discipline, which contributes to their workloads, where they spend time meant for teaching filling in disciplinary forms and contacting parents whose children do not behave appropriately in class. Teachers at Bokamoso High do not have the resources available that teachers at St. Alex have, but also in contrast, do not feel that learner discipline is a pressing issue. Teachers at Bokamoso High commented on the lack of resources as contributing to their workloads to a larger extent than learner discipline. Both schools' teachers experience some form of workload intensification, albeit due to different factors.

In addition to experiencing their work as intensifying because of their working conditions, teachers also report an intensification of their workloads, because of the IQMS. This sentiment is shared by teachers from both schools. A teacher from St. Alex had the following to say about the IQMS:

...I think there's a lot of papers that we have to fill in if I can say this. There's a lot of papers. There's never time, there's hardly time to breathe, okay, and to me, well to me a big concern is cutting down of the trees [joking]. That really is a concern. And now we're using all of that paper for nothing. I think if we have like one or two forms and it has the basic things on it that will really just help in general, because you barely have time to do anything. It's constantly school and then you have extra papers. It's not like you have enough as it is. So it would be easier if you had less papers. I think that would be the main thing for me...

The teacher, despite jokingly commenting on the wastefulness of all the paperwork required for the IQMS, mentions that teachers' workloads are already intense, by saying that "there's hardly time to breathe" and "it's not like you have enough as it is". The teacher, amongst others, while agreeing that IQMS as a policy might have some merit, question the burden of time that it implies. Teachers at Bokamoso High share these sentiments, where another teacher commented: "it is time consuming sometimes and then a number of forms we have to fill [out]... It should be changed. Less paperwork."

Teachers are of the opinion that the paperwork accompanying the IQMS is one of their biggest concerns. Upon analysis, it became clear that this might be an even bigger issue for SMTMs. An SMTM from St. Alex said:

If I ask the teachers in my department, I have nine people under me. If I ask them please hand in your growth plan, it is a struggle because they don't want it. There is no time... I think everybody sees it as kind of a waste of time.

The SMTM's opinion is that in addition to having "no time", additional work required by the IQMS is wasteful, where time may be better spent on other tasks. The SMTM's mention of teachers' disinclination to hand in forms and her subsequent struggle to retrieve said forms, is also indicative of how the IQMS contributes to SMTM's workloads to a larger extent than teachers'. It ought to be taken into consideration that SMTMs have to arrange class visits with everyone in their department, whereas post-Level One teachers only have to visit one colleague. The same can be argued with regard to the paperwork, as SMTMs are obliged to complete the required paperwork for all the teachers in their department.

Not only does the paperwork contribute to their workloads, but context as well. Teachers and SMTMs at Bokamoso High's second biggest struggle was arranging class visits. Participants mentioned that their schedules were laden, and that they seldom have a free period, which then has to be used for class visits. Not only was the dearth of free periods a problem, but also the coordination of their free periods, where a post-Level One teacher and a SMTM are required to oversee the class visit simultaneously. Teachers at Bokamoso High admitted that they hardly ever administered the class visits

simultaneously, as their free period(s) never aligned. One teacher also admitted that this results in dissimilar assessments or appraisals, as they observe different lessons, bringing into question the validity of the assessment.

5.6 CONCLUSION

Despite a distinguishable difference in context, there is a correlation between teachers from both schools' criticisms of the IQMS. Some teachers, irrespective of context, feel that the criteria used to appraise teachers are adequate, but it is noteworthy that most of the teachers, across contexts, feel that the criteria are limiting and that it does not take into consideration everything a teacher may do in service of the school. Most of the teachers feel that the criteria tries to encapsulate everything a teacher has to do, but that that has led to redundant criteria that moves away from the core mandate of teacher as caretaker and mentor to students.

Here, however, a distinction can be made between the extent to which teachers from the two schools are able to meet the criteria. Teachers at Bokamoso High criticise the IQMS, because of its lack of consideration of context. St. Alex and Bokamoso constitute two distinctly different contexts, with vast differences regarding facilities and resources. Teachers at St. Alex work in a school with multitudinous resources, facilities and support. They also enjoy teacher-learner ratios of 1:35 in most cases with classrooms equipped with the latest teaching technology. Learners at St. Alex also enjoy the benefit of having their own textbooks and enough desks and chairs for everyone to be seated comfortably in a classroom. Teachers at Bokamoso High, on the other hand, teach in containers that are overcrowded with teacher-learner ratios reaching up to 1:60 in some cases. These learners have to be taught in classrooms with insufficient ventilation and sometimes even a lack of electricity. Textbooks are limited and learners thus have to work in groups or pairs, which makes managing class discipline difficult for teachers. Yet, teachers, irrespective of context, are appraised using the same criteria during class visits. As part of the appraisal process, teachers are also evaluated on their participation in extracurricular activities. Bokamoso High, as mentioned, does not even have a dedicated sports field or resources such as chessboards to use for extracurricular activities. How then can it be expected that the teachers be appraised for their

participation in extramural activities? Teachers are thus unfairly advantaged or disadvantaged by their individual school context when it comes to meeting the assessment criteria of the IQMS.

Teachers also, once again regardless of context, have mixed opinions of high-stakes accountability. Some teachers at both schools feel that using learners' marks as an indication of a teachers' competence is unfair, as it fails to take into consideration all the variables that might influence a learner's marks. Most teachers across context, however, feel that learners' marks are used to judge their performance, and most believe that this is an adequate accountability measure, even if only in distinguished cases, where a whole class or grade performs poorly in a test, for example.

In contrast to the literature that highlights accountability as a surveillance measure, which teachers will automatically resist, some teachers from both schools would actually prefer someone from outside the school to appraise teachers. Even though this practice would more closely resemble the inspection system used during the apartheid era to evaluate teachers, some teachers feel that it would be fairer and a more accurate representation of teachers' abilities. This sentiment was shared by teachers from both St. Alex and Bokamoso High. Teachers referred to the fact that teachers can choose whom among their peers would appraise them as a "loophole", and mentioned that teachers choose their friends, which results in the introduction of bias into appraisal.

In addition to the above-mentioned criticisms, participants also criticised the IQMS for its contribution to their workloads. In addition to working conditions contributing to their workloads, participants also identified the IQMS as an aspect that intensifies teachers' work. Teachers feel that the IQMS constitutes paperwork and insufficient monetary reward and that there is no correlation between the amount of effort they have to put in for the IQMS and the monetary reward received as a result thereof. Teachers also added that they don't have time and that to find time for the IQMS is problematic.

A distinction between St. Alex and Bokamoso High can once again be made with regard to teachers' workloads. As mentioned, there is a vast difference between conditions at St. Alex and Bokamoso High. While teachers at St. Alex reap the rewards of being privileged with abundant resources to assist with not only teaching, but also with the

administrative tasks that supplement the teaching profession, such as the completion of forms, filing of paperwork and the printing or copying of necessary documents, teachers at Bokamoso High are left bereft of any similar support structures. If teachers at St. Alex find the amount of paperwork accompanying the IQMS daunting, how can it be expected of teachers at Bokamoso High to even attempt the completion of the necessitated administration? Teachers criticise the compulsory process involved in the IQMS and feel that it is removed from, and in instances where it overwhelms their workload, counter to a teacher's core mandate.

From the feedback provided in this study, it is clear that the necessary process of performance appraisal fails, in the form of IQMS, to serve teachers, and is not accurate enough to serve the broader education system in terms of accountability.

CHAPTER SIX: PROFESSIONAL DEVELOPMENT

6.1 INTRODUCTION

Unlike the previous chapter in which context did not influence teachers views and perceptions of accountability, but only the extent to which they can meet the requirements set by the IQMS, context did influence their views of professional development. Professional development forms an integral part of the IQMS and is seen as one of the main outcomes of the policy. In this chapter, teachers and school management team members' perceptions of professional development will be discussed. This chapter will also draw on what teachers have to say about their relationships with their colleagues, with emphasis placed on staff relationships' impact on professional development. This chapter will also deal with what teachers and SMTMs had to say about the type of development they feel they required and what opportunities for development they are exposed to, teacher autonomy and the IQMS's employment of extrinsic reward in the form of a pay increase.

6.2 SUPPORT AND COLLEGIALLY

The factor commented on by most of the participants, when asked whether they like working at St. Alex, was the relationship between staff members. Teachers often described their colleagues as friends or family members. One teacher said: "you know, the staff here is really like one big family."

Teachers do not see one another as colleagues, but perceive a stronger relationship, as with family members. One teacher even said:

...staff, as I said it is my second family here and that is why I am, I will say, for me it's actually good to get up in the morning because it's, I have my... next comfort zone is here... So you see what happens is when I finish at two o'clock, I never finish at two o'clock because I will usually sit and I will usually chat for an hour or I will moan for an hour or something like that... Just to... tone down and just chat and enjoy and then maximum time, like its... average time go home in the afternoons will be half past three... And not that I am forced to stay but certain

days I, that's the, certain days I stay because I have to stay but the rest of the days I also stay because I want to stay.

Teachers at St. Alex find their work more agreeable because of the relationships they have built with their fellow colleagues. The SMTM, as quoted above, even spends additional time at the school, without having to be asked to do so, so as spend time with colleagues. This sentiment is not limited to post-Level One teachers only, as the above quote is from a management team member at St. Alex. Post-Level One teachers and management team members all experience and describe the staff as a family or a group of friends they get along with very well. Participants at St. Alex also mentioned the staff to be very supportive of one another. One teacher said:

Staff are quite supportive. It's a very friendly environment, a highly helpful environment. If you go and ask people, and talk to people, and people who share your griefs and frustrations, you can talk about it with them.

A newly appointed management team member commented on his experience at St. Alex regarding the support he received from both management and post-Level One teachers:

...starting here, everything was new for me and now during a position of management and leadership, and it is difficult because I don't know their systems, I am not used to their systems. I am used to the previous school's systems and with anything because I am used to old school than handling stats for every little thing. This school acts in stats for every little thing. So I needed to get used to everything and there was, you can ask anybody from the principle to post-Level Ones...

The participant commented positively on the support he received from both post-Level One teachers and management members alike. This speaks to collegiality among staff at St. Alex, as new teachers tend to be overlooked, because everyone is usually focused on their own work.

A noteworthy point to make is that despite the SMTM's (as quoted above) positive experience with both management members and post-Level One teachers, post-Level

One teachers were somewhat critical of management when asked about the school's management. Post-level One teachers said that the school was managed properly but that it could be improved upon, where some teachers complained, among other things, about the lack of consistency when dealing with staff, with some allowed more liberties than others. Others commented on the principal's tendency to delegate tasks; while some found it made him come across as uninvolved in the everyday functioning of the school, others found it gave them a sense of autonomy and they liked the responsibility. Although the staff critiqued management, they were quick to add that the school is still very well organised and added that they still find SMTMs supportive.

At Bokamoso High, participants also reported good relationships with one another. One teacher described the staff's relationships as "...harmonious, there's a wonderful harmonious type of relationship." A SMTM at Bokamoso High also described the staff as a family, where, "like our staff, they are so friendly, nice, it is like a family, so when you are at home you miss them, sometimes during the holidays, so ja."

Participants at Bokamoso High emphasised that despite minor differences or conflicts, that everyone still kept the lines of communications open and dealt with their conflicts in a professional manner. In addition to describing their relationship as harmonious and comparing it to a family, participants at Bokamoso High even mentioned celebrating their colleagues' birthdays together by arranging special lunches. The participants all attributed the good relationships they had with one another to their team building activities. Once a year, the staff at Bokamoso High go away to another province for a few days. They use that time to get to know one another and to plan for the year ahead.

At Bokamoso High post post-Level One teachers, when asked about the school's management specifically, answered in short that the school was well managed. Because other teachers were gathered outside the classroom where the interviews were conducted and also entered the classroom often, as if to 'check-up' on the teachers being interviewed, I sensed that I may not be able to determine whether or not their answers were sincere. At St. Alex, those interviewed both critiqued and complimented their seniors, when compared to the short, mostly neutral answers I received from participants at Bokamoso High. As a result, this data in inconclusive.

Despite post-Level One teachers at Bokamoso High's short answers regarding the management of the school, teachers and management members throughout the interview still mentioned that they had good relationships with one another and that these relationships were supportive.

Getting along and having a relationship based trust between staff members is a very important aspect when considering that professional development is contingent on good relationships. Professional development requires colleagues to trust one another and to get along well enough to want to help one another to improve and develop. A staff member at Bokamoso High illustrates this point well, when referring to the fact that his colleagues helped him become computer literate: "as I said, I was not computer literate... but then I'm... much better now and I've never been to school, but I know Excel... And I got it from these young staff...".

Participants at St. Alex and Bokamoso High like working at their schools. Although they had different reasons, it is important to note that they were not unhappy with their working conditions. Despite the schools' respective drawbacks, participants still manage to enjoy their work. They had built relationships of support and trust and these relationships helped them overcome difficult times and even help them develop. Having good relationships among staff members is essential for development, especially for the IQMS. The IQMS requires one to admit one's faults and then to develop based on the weaknesses identified. An environment based on trust and collegiality is necessary for teachers to feel comfortable enough to admit their weaknesses, and a relationship of trust is necessary for teachers to feel confident in their colleagues' ability to help them develop those weaknesses. It is evident from teachers' comments, from both schools, that most experience their environments as supportive and that most experience the staff's relationships with one another as collegial. Some teachers even mentioned instances where other staff members helped them develop.

6.3 REQUIREMENTS AND OPPORTUNITIES

According to the literature, in-service training needs differ widely based on context. Some teachers might require programmes meant to improve practice, while others might require developmental programmes aimed at improving their subject and content

knowledge. According to the literature, studies have revealed a great need for the development of teachers in South Africa. Teachers score below what is expected in competency tests, indicating a need for some teachers to improve not on their practice, but their own knowledge. When asking participants about their developmental needs, participants at St. Alex indicated that they would prefer programmes aimed at improving their practice. One SMTM, when asked what aspects she thought the teachers in her department needed to develop, said:

...I would say most post-Level One teachers know their content because they are coming fresh out of university, they know exactly what is in, especially if I take now my teachers in my department. They know their content, Life Science or Physical Science or Natural Science, they know what is happening in the content. I think it is about, more about class management. So how to manage the learners in front of you, how to manage my time in the sense of admin...

The SMTM is of the opinion that the teachers in her department are knowledgeable about their subjects, but could benefit from programmes aimed at improving their practice. The SMTM mentions aspects such as class management and time management that could be addressed with developmental programmes. She makes specific reference to post-Level One teachers “coming fresh out of university”, but I think that she was referring to all the teachers in her department being competent with regard to subject knowledge, as some of the teachers might still be post-Level One teachers, despite having years of experience.

The teachers at St. Alex are of the same opinion and they feel confident enough to say that their subject knowledge is not lacking, but that they could benefit from improving some aspects in relation to everyday teaching. One teacher said:

...sometimes it would be nice to maybe go on different courses and see other teachers and deal with things like how to deal with teenagers today or discipline. Definitely something I would love to work on. Subject knowledge? I am cheeky enough to say I think I know my work well enough.

This view is shared by most of the teachers at St. Alex. Other teachers also added subjects such as computer literacy and administrative skills as their preferred areas of development. One SMTM at St. Alex, however, added that teachers in her department were required to improve their subject knowledge, but she added that she was referring to teachers having to become less textbook bound and that they, herself included, ought to focus on using more than one source to teach from:

You know what I would say, I have got this staff in my unit that's quite, has a few years' experience, I have got one new person which is wonderful, he works perfect. I will rather say subject knowledge... And there I will actually say, that people are too textbook bound... Okay and because they don't have time they don't actually want to do that extra for extra resources. So that is my focus, that should be my focus, and two weeks ago I spoke to one of the teachers and said, our focus should be, you have to actually just extend your knowledge to outside your textbook.

With her statement, it is implicit that the teachers already have adequate knowledge, but that they should simply complement and consolidate their existing knowledge. This is different from attending a developmental course aimed at improving subject knowledge, as it is clear that the SMTM is content with the staff in her department's performance and she specifically mentions that teachers just have to learn to not be textbook bound, and to broaden the amount of sources they use.

In contrast, teachers and SMTMs at Bokamoso High had mixed opinions. Teachers mostly specified that they would like to improve aspects related to teaching in general, and most indicated that they could benefit from courses aimed at improving their computer literacy. Of all the teachers interviewed, only one teacher specified that she needed help with her content knowledge:

Ja, my subject knowledge because, you know, English is not our mother tongue so I'm teaching English so you need... things changes on daily basis so you need to get in the programme. So if you just sit and do nothing about it I don't think you'll be effective...

Except for the above teacher's comment, all the other teachers mentioned areas of development unrelated to their subject knowledge. This, however, is not the sentiment shared by some of the SMTMs. Two of the four SMTMs interviewed indicated that teachers in their department could benefit from courses aimed at improving their subject knowledge. One SMTM said "I think subject knowledge, because ja, in CAPS [Curriculum Policy Assessment Statement] there are some topics which were introduced which educators didn't do in high school."

This SMTMs comment is noteworthy, because it seemed that the SMTM implied that some teachers were relying on knowledge they attained in high school in order to teach. The SMTM then continued by saying: "Ja, they need help on that one. And even the past question papers cannot help with regard to that."

Teachers that rely solely on what they learned in high school and on old exam papers is a troubling thought, although not completely unexpected. The literature speaks to the lack of subject knowledge among teachers working at many township schools, since many will have been subject to the oppressive regime of Bantu education.

In addition to those that specified subject knowledge as their preferred area of development, teachers also indicated that they would like to receive training on how to deal with disciplinary issues. This, however, is contradictory to what teachers indicated about the learners' discipline in Chapter Four, which deals with teachers' working conditions, with specific reference to learners' discipline. Teachers at Bokamoso High indicated that the learners are well-behaved and that they seldom experience disciplinary issues. They attributed the learners' good behaviour to teachers' teamwork and management's support. When asked about development opportunities, however, many of the teachers indicated that they required courses aimed at improving their management of disobedient learners. An SMTM member, when asked about what developmental opportunities teachers at St. Alex require, answered: "they do know how to conduct themselves professionally, they know how to present lessons, I just think the discipline issue it is more, the most problem factor in our school."

The opinion was not only limited to one SMTM. Another SMTM at Bokamoso High also said that teachers could benefit from improving their management of discipline.

Teachers at Bokamoso High can thus benefit from development courses aimed at both improving subject knowledge and their teaching practice.

Taking into consideration teachers' expectations of development courses, I asked them what opportunities for development they were presented with, and here, teachers from both St. Alex and Bokamoso High were of the same opinion. Teachers from both schools made it clear that they were not given access to development courses and on the rare occasions that they were presented with the opportunity to attend a course, the courses were not beneficial.

Teachers at Bokamoso High are of the opinion that the only developmental opportunities they have access to are those presented by universities in the form of diplomas, Honours or Master's degrees. Enrolling in further education, or postgraduate education courses, however, is not a requirement and is merely an individualistic choice that can be mentioned in the IQMS as an effort toward self-improvement. One SMTM at Bokamoso High mentioned that one of the teachers at the school is going to enrol for a postgraduate degree, and that if teachers were to enrol for postgraduate study they would be able to "face whatever challenges that may actually come across during their teaching careers", indicating a view of postgraduate study as beneficial. She continued by stating that enrolling for a postgraduate degree is the only option for professional development she is aware of, either implying that no other opportunities are made available, by the school or the DoE, or that any other courses or workshops presented are not beneficial enough to be regarded as endeavours to develop professionally.

Many teachers at Bokamoso High also made reference to cluster meetings and road shows. Cluster meetings are quarterly meetings where teachers from the same district meet, and with the guidance of a facilitator employed by the DoE, discuss the term's expectations, work to be done and changes in policy or guidelines. These cluster meetings are subject specific and also phase specific. These meetings, however, are not aimed at developing teachers. Teachers at Bokamoso High experience these meetings as developmental, but I think that that shows the extent to which teachers are deprived of developmental opportunities, as these meetings are arranged as a means to ensure that the schools and teachers in the district are kept up to date with the latest

developmental regulations. Road shows are very similar and are not aimed at professional development. Road shows are annual meetings, where the previous year's matric results and assessments are discussed. These meetings are for Grade Twelve teachers only, and as mentioned above, where teachers are only informed about the previous year's results and how they are expected to assess assignments and tests. These meetings are also subject-specific. The number of teachers attending the road shows require them to have the meetings in big buildings like school halls, and are very impersonal. Teachers and SMTMs are merely invited to sit and receive information. There are no opportunities for discussion or debate to take place.

Another developmental opportunity mentioned by participants at Bokamoso High is their annual team building excursion. One SMTM noted:

Yes, um we are very fortunate to have the management that understands the effectiveness of team building and professional development where we would actually go out away from our own you know comfort zone... And then you know get to a place where we will actually have people to... train us. People to workshop us and then we will actually sit together as educators and explore the challenges that we are faced with, but based on the school that you are teaching and how to go about tackling them in the future... It happens once... at the beginning of every year.

The teachers have an annual team-building getaway, where they discuss problems faced in the school on a daily basis, and also possible solutions. It is also clear from other participants' responses that they use this time to do their planning for the year ahead as well. This practice can be seen as developmental, allowing teachers to support one another and to assist one another in dealing with the quandaries they experience at the school. The only drawbacks are that this takes place only once a year, and this occasion is also not initiated or can in no way be attributed to the DoE's efforts to develop teachers professionally. Although this gives some of the teachers at Bokamoso High the opportunity to develop professionally, it is clear that some of the teachers at the school require courses or workshops aimed at developing or improving teachers' subject knowledge, and this is not a once-off session which can be

accomplished at their annual team building expedition. Some teachers are thus still left bereft of the opportunity to improve their teaching to the extent that it would become more efficient.

Teachers at St. Alex were much of the same opinion as participants at Bokamoso High, where they experienced the developmental opportunities presented by the DoE as limited, and if a course or workshop is presented, they find that it is inadequate and that it does not address their needs. A teacher, when asked about developmental opportunities, indicated that, not taking into consideration opportunities at the school itself, there are no opportunities available:

No, no... not for... my department. I mean, for example, we have once a year meeting for business studies when the... end of the year results are being discussed and then you can talk about some issues, but I mean in accounting there's none, none. I don't know who to talk to. All that we receive is... our assessments for the year that must be done but to develop professionally from the department side, no workshops, nothing.

The teacher made reference to cluster meetings and road shows, which as stated, are meetings with teachers where results and assessments are discussed, which is not aimed at professional development. Her opinion is based on development opportunities for accounting and business study teachers specifically, but the sentiment was shared by teachers from other departments and subjects as well.

One SMTM said that the department sometimes presents workshops, but that these workshops don't address teachers' needs. She added that the workshops have to be restructured, as these sessions, according to her, cover basic subject knowledge:

Yes, not the basics that we already have. Like the creative arts for example has at the beginning of the year, they have workshops for Grade Eight and Nine where our teachers can go. My teachers hate going because, I mean we've been teaching art, we know how to draw and then they set a drawing class on a Saturday from eight to two, okay, we don't want to learn how to draw, we know how to draw, give us something new, tell us how we can implement iPad into our

classes, how we can use smart phones in our classes, things like that, that is interesting, things we can engage our students with - not how to draw.

Most of the participants, across context, acknowledged the DoE's efforts to arrange workshops, but referred to the workshops as a waste of time, and as not being conducive to professional development. Teachers mentioned that the workshops were mostly presented by people who had the same experience as they do, and that they only read from PowerPoint presentations. A teacher from St. Alex said:

...the things there is for me, like for instance in the geography, they get people that's basically on the same level as you to present the course. I can also go and stand there and do a PowerPoint presentation...

A teacher from Bokamoso also commented on this phenomenon, and said that the people who are appointed to assist teachers with issues they struggle with, can't assist them, because they are also struggling with the same issues:

...let's say I'm struggling with a certain topic or GIS, it's [a] computer [programme]... but you want help, you'll find that [the] development support group [are] also...struggling, so they cannot help.

The teachers' criticism of workshops organised by the DoE is clear. Teachers expect the DoE not only to present workshops, but also to make sure that the workshops are beneficial and that someone more knowledgeable should present the workshops so that teachers can improve their skills and knowledge. What is noteworthy, is teachers at St. Alex's mention of workshops being presented that cover basic subject knowledge. Some teachers at Bokamoso High, that indicated requiring courses aimed at helping them improve their grasp of subject knowledge, could benefit from the workshops mentioned by teachers at St. Alex. Some teachers at Bokamoso, however, are under the impression that the only professional growth opportunity they have access to is limited to postgraduate study at a tertiary institution. This is not unexpected, however, as the DoE is aware of the lack of developmental opportunities in non-urban areas (RSA 2005). The issue is that, if the DoE can arrange for workshops to be presented to teachers in urban areas that cover basic subject knowledge they have no need of, they

can surely present workshops to teachers in township schools, covering the same material, who might find it beneficial.

Teachers at St. Alex have the benefit of attending workshops organised by the school itself. Teachers refer to it as a staff or teacher forum, and these forums are held quarterly. All the teachers at St. Alex are required to attend the forums, during which a knowledgeable speaker addresses an issue known to trouble teachers at the school. The teacher mentioned previously arranged staff forums that dealt with learner discipline, staff relationships, using technology in the classroom and dealing with difficult parents. These are all aspects related to teaching at St. Alex and are topics meant to improve teachers' practice and dealings with problems specifically experienced at St. Alex. Not all of the teachers found these forums helpful, however, as some teachers felt that the same issues are addressed every year, and that they don't learn anything new. The majority, however, found the forums helpful and insightful.

Teachers at St. Alex and Bokamoso High are thus left with limited opportunities to grow professionally. Teachers at St. Alex have access to workshops presented by the DoE, but find the workshops repetitious and ineffective, while teachers at Bokamoso only mentioned cluster meetings and road shows as examples of developmental opportunities made available to them by the DoE, which it is not. Teachers thus either have to enrol for postgraduate studies or be content with the contextual opportunities organised by the school at which they find themselves. For participants at St. Alex this would be accessible quarterly, but for participants at Bokamoso High, this would be limited to their annual team building excursion, and teachers would only be able to benefit from the knowledge their colleagues possess.

The quality of the developmental opportunities made available to teachers can be questioned for another reason. Autonomy is an important aspect of developing professionally. In order for development to take place effectively and to be enjoyable, a sense of autonomy is required. Ryan and Deci (2000) (see also Deci, Koestner & Ryan 2001; Gagné & Deci 2005) maintain that motivation that is self-endorsed gives rise to greater self-confidence and heightened interest, which in turn results in improved performance. According to the literature, teachers used to experience a sense of

autonomy, which they don't experience anymore because of the rise in accountability policies. Teachers' input during developmental sessions or departmental sessions are not required, where debate is instead discouraged.

This is evident when considering that some of the only contact participants have with the DoE is during cluster meetings and road shows. Here, teachers are merely required to attend, receive information and carry on working. These sessions only serve as a means to inform teachers about the latest policies. A teacher at St. Alex said:

...like I said, I am doing accounting, and it is as if you don't have that connection with the department to sort of delivery any input, we still have to deal with cheques. My children today don't even know how a cheque looks anymore. I mean none of us use it, I am older I am slower to keep up with technological times, even I haven't had a cheque book for how many years. So it would be nice if you can influence on that to say, "guys really why are we doing this"... So that for me would be nice if there is a forum somewhere where you can get input in terms of that.

Teachers' need for autonomy is just as defined as their need for professional development opportunities aimed at addressing their needs. Teachers yearn for their growth plans and identified weaknesses to be considered when presenting courses or workshops. Without autonomy, teachers' learning experience become incomplete and restrained, and eventually invalidated.

It is clear that teachers require development opportunities aimed at either improving practice or subject knowledge respectively. Teachers at Bokamoso High require development courses aimed at improving subject knowledge to a greater extent than teachers at St. Alex. The teachers at Bokamoso High that only require opportunities aimed at improving practice, however, have different needs from teachers at St. Alex. Whereas some teachers at St. Alex would like to develop their abilities to incorporate the use of iPads in their teaching, for example, teachers at Bokamoso High require workshops aimed at helping them use basic computer software, such as Excel, to process their marks. Teachers from both St. Alex and Bokamoso High indicated that they required opportunities aimed at managing discipline, but teachers at St. Alex

indicated their need to a greater extent than teachers at Bokamoso High. Teachers' needs are different and largely dictated by their context, but what is not different across contexts, is their need for development. Teachers would like to develop, but feel that they are not presented with enough opportunities to satisfy their needs. The opportunities they are presented with are described as inadequate and sometimes even as a complete waste of time. During these opportunities, teachers attend in mere silence. As mentioned by Hargreaves (1989), teachers being urged to develop professionally and to collaborate more is ironic since their decision-making is precluded. Teachers are thus left with the option of attending workshops and meetings that limit their autonomy, enrolling for further education, or relying solely on opportunities for development initiated by their schools.

6.4 INTRINSIC VERSUS EXTRINSIC MOTIVATION

The CET (Cognitive Evaluation Theory) explains the strenuous relationship between accountability and professional development (see Deci, Koestner & Ryan 2001; Ryan & Deci 2000; Gagné & Deci 2005). The IQMS encapsulates both the act of being held accountable and having to develop professionally, where CET maintains that these two processes are contradictory in that the former enforces control and promises reward, while the latter requires support and intrinsic motivation in order to be enjoyable and successful. The theory maintains that extrinsic reward lowers intrinsic motivation, effectively placing accountability and professional development at two opposing ends of a scale, at least theoretically.

As stated, teachers are not presented with many opportunities for development. The opportunities teachers are presented with are inadequate and they are thus left with the option of enrolling for further education or attending workshops or courses if initiated themselves. The focus here is that teachers have to initiate the development opportunities themselves, suggesting a sense of intrinsic motivation. A SMTM at St. Alex said:

...people develop because they want to develop. They feel a need to develop... they don't need to do IQMS. So they don't but I mean in the sense of developing and attending courses it is not about the IQMS. People do, if you want to grow in

your job, you are going to develop yourself. You are going to study further or you are going to do more things. It is not about getting a 1% raise. [sic]

The SMTM responded to the question regarding whether teachers have developed since the IQMS has been implemented. She is of the opinion that if teachers develop, it is because they want to, and that it is in no way related to the IQMS. Her sentiment is shared by other SMTMs, and teachers from St. Alex and Bokamoso High. An SMTM at Bokamoso High said:

I think they would have developed, even if the IQMS was not there... Even if it wasn't there, people, teachers would have been, they would develop.

One of the fundamental roles of a teacher is to be a lifelong learner. Teachers have to stay up to date with the latest policy changes and teaching developments. Teachers also have to constantly improve their practice in order to satisfy learners' ever-changing needs and to stay abreast of technological advancements. SMTMs at both St. Alex and Bokamoso High are of the opinion that teachers would have developed, regardless of the IQMS, and also that the development done by teachers could not be attributed to the IQMS. Teachers, regardless of school, are also of the opinion that their development cannot be attributed to the IQMS. A teacher at St. Alex said: "I think I've developed, aside from the IQMS."

This was the teacher's response to the question of whether she has developed since the IQMS has been implemented. The use of the word 'aside' is noteworthy as it implies being removed from something, and being completely separated. It is clear that the teacher feels that she has grown professionally, but she says that it cannot be credited to the IQMS in any way. Most of the teachers at St. Alex and Bokamoso High share her sentiment, but some teachers did comment that the IQMS, although not completely responsible, might have assisted them with their development: "...the IQMS it help[s]... you realise that "I'm behind"... it makes you want to better yourself..."

The teacher at Bokamoso High quoted above indicated that the IQMS, to some extent, helps teachers realise that they might have a need for development. All of the teachers that commented positively on the IQMS's contribution to their professional development

added that it only helped them realise they were in need of development, but that they themselves initiated opportunities to grow professionally if this was the case. Teachers that commented positively on the IQMS's contribution, however, were few and far between. A clear, resounding 'no' was heard when asking participants whether they had developed professionally, since the IQMS's implementation, or because of the IQMS.

As stated, a sense of self-motivation or intrinsic motivation is necessary for development to take place. The IQMS, however, presents teachers with external reward, in the form of a pay increase. Teachers and SMTM were asked what they thought about the fact that their pay increase was contingent on their performance measurement and their opinions varied. A teacher at St. Alex said:

...as like a motivation, that you know, the more you develop, the better you become as a teacher, your pay might increase or you know... Because in any other company you do well, you get a raise. Or if you do well you get promoted, in education you are a teacher and that's pretty much it, unless you strive to be an HOD or a principal, but not [everyone] want[s] to do that. So it's a nice incentive to make you work harder, to grow...

The teacher quoted above clearly grasps the intended function of the pay increase being made contingent on teachers' performance appraisal. Teachers are expected to perform to a certain standard, as determined by the performance measurement feature of the IQMS, and in order to achieve that standard, teachers would have to grow professionally, as determined by the professional development element of the IQMS. If teachers perform well because they put in the effort and developed professionally, they would receive an additional 1% pay increase. This, however, is not what happens in practice. The same teacher quoted above went on to say: "...but I think to base it on what they see in the file, it's not fair at all."

The teacher is referring to the IQMS file that teachers are required to compile, in which their performance measurement, class visit rubric, strengths and weaknesses, personal growth plan, proof of development and final scores are recorded. The teacher feels that in theory, the IQMS should work, but feels that the overall process is not able to

determine ability, and ought not to be the basis for pay increases. The same teacher, earlier during the interview also said:

Most of the time, I'll be completely honest here, it's not even done fairly. It's more like, "oh flip, you need to do IQMS, okay we need to quickly do this". And then you sit and you just fill it out. Sometimes yes you are planning in advance, but there are those moments when it sneaks up on you and you're like 'oh, I must do it'... I feel like [...] in theory it's a great idea but in practice no, because I mean when I did IQMS last year, once we had done it, and people had sat in my class and we had done the discussion, I never touched it again. I have never dealt with it.

The teacher was being honest about her own reflections on the IQMS process and its fairness. She feels that the process is flawed, since teachers fill the forms in as a mere afterthought. She also mentions that once the file is complete and all the paperwork is done, she doesn't touch the file again until she has to do the IQMS the following year. Any efforts to develop and improve, as stated on her personal growth plan are thus forgotten, and she is not reminded of them again until the following year. This teacher is not the only teacher that was honest about the personal growth plan. Another teacher said: "...like you can see here, every year it's the same thing, where's that thing where you fill in the... growth plan, it's every year the same things..."

These teachers' reflections on their completion of the paperwork required by the IQMS are indicative of teachers' focus shifting away from development and toward the completion of the forms for the sake of completion. As another teacher at St. Alex noted:

I think it would be interesting to have a look to see how many people do not need the pay progression, or if that has got an influence. In the back of my mind you keep on thinking you need to be above 73 or 76 otherwise you are not going to get the pay progression. I am not sure if that may be doesn't really lead to utmost honesty all the time or do people may be... you keep on thinking, well okay, we all need to be above this, or you really, really, really have to be very, very bad to be below it. I think it would be interesting to have a look if you have all the files:

‘okay, which one of them do not meet that lowest level?’ My guess would be all of them meet it.

The teacher makes reference to the minimum score teachers have to receive for their performance measurement in order to qualify for the one percent pay increase. The teacher honestly admits that she keeps the minimum score in mind when filling out the paperwork for the IQMS. She further admits that it influences her judgement and that it might cause some people to not answer questions truthfully. She also states that it is not difficult to meet the minimum requirements and that everyone always meets the minimum requirements. She does, however, question the validity of a system where everyone always meets the requirements. Her reasoning is that if her honesty can be challenged during the process, others’ must surely also be tempted to embellish.

The notion that the system is biased and unfair and promotes the use of misrepresentations is not limited to the views of teachers interviewed at St. Alex. A SMTM at Bokamoso High said: “I think they deserve the one percent increase even though some of them are not... they gave spiritual marks or scores...”

The SMTMs reference to “spiritual marks” meant dishonest scores, scores not indicative of their true ability. Despite that, she believes that all teachers deserve the 1% increase and says that: “...everyone needs development someway, somehow; we are not perfect by the way... So I think everyone must get the one percent even though they didn’t reach that percentage.”

The SMTM ultimately admitted that some teachers inflate their scores and their abilities, and that it is justifiable, because everyone should receive the increase despite their performance. In addition to being less than truthful in order to receive a pay increase, teachers’ comments also revealed a teaching community so focused on the pay increase, that the core purpose of the IQMS is lost, which is for teachers to be held accountable for their work and to develop professionally in the areas they identified as weaknesses. Teachers are no longer concentrating on their development and the positive impact it might produce, but instead on the amount of work to be done for a mere 1% pay increase. One teacher at St. Alex said. “I think 1% is not enough, to be honest, for all that paperwork.”

The teacher made no reference to development or being held accountable. The teacher continued by saying that not completing the IQMS and losing the 1% pay increase would be a better trade off. An SMTM, when asked what she thinks teachers think of the IQMS, said:

They are not, like, for the policy. I think they are against the policy and I think they are just doing it for the sake of saying “we are going to get something.” So if it wasn’t for that I think teachers will not do it. And if it wasn’t for... let’s say if they said they give you five percent, not the one percent... I think then that maybe it will motivate them to do it but because it’s one percent that is why some of them says “am I forced to do it?”... So because it is only one percent, some feel “I can live without one percent.

The SMTM’s reflection on teachers’ opinion of the IQMS indicates teachers’ focus on the pay increase, instead of the personal reward of developing professionally. In addition, the SMTM mentions that teachers are unhappy about the amount of work they have to do considering for the remuneration they receive. The work, teachers seem to forget, is meant to improve their practice, skills and knowledge in order to teach more effectively, which is supposed to be rewarding in itself. The SMTM even mentions that teachers question the necessity of the IQMS itself. Teachers would rather forfeit the 1% increase, since they can ill-afford the time for which it ultimately compensates.

Teachers’ responses to the questions posed concerning professional development reflect the underpinnings of the CET to an extent, where it clearly shows that most of the participants interviewed believed that if they had grown professionally, it was because they wanted to, and that it had in no way been influenced by the IQMS. This points to self-motivation or intrinsic motivation, where the teachers that said they had developed, would have had to initiate their own developmental opportunities and believe that they had initiated the act of improving themselves. Teachers’ responses also highlights a flaw in the IQMS, where it not only fails to account for people being untruthful about their strengths and weaknesses, but also in some way, might promote dishonesty, based on the promise of an external reward in the form of a pay increase. Some teachers have become so focused on the pay increase that they want to forfeit

receiving the pay increase, a mere 1%, just to not be forced to complete the IQMS. Teachers compare the amount of work to be done with the 1% salary increase and find it contemptible, instead of comparing it with the personal reward of knowing that they have improved their practice, skills and knowledge.

6.5 CONCLUSION

Teachers at both St. Alex and Bokamoso High report having good relationships between staff members. Teachers experienced their relationships with their colleagues as supportive, and some even gave examples of where other staff members helped them develop. Teachers managed to build lasting and supportive relationships with other staff members. These relationships are important for professional development to take place, since developing professionally is dependent on colleagues' support, help and mentorship. The relationships between staff members also contribute to the creation of a school culture where the staff as a whole see value in and pursue professional growth. The IQMS requires teachers to admit their faults in order for them to develop. A collegial environment built on trust is necessary for teachers to feel comfortable enough to honestly admit their faults, which would make them vulnerable. It is, however, evident that most teachers, from both St. Alex and Bokamoso High, experience their environments as supportive and that most experience the staff's relationships with one another to be collegial.

Teachers from St. Alex as well as Bokamoso High require development opportunities aimed at either improving practice or subject knowledge, respectively. The distinction, however, comes in when considering the type of developmental opportunities required by the teachers from different schools. St. Alex. requires development courses aimed at improving subject knowledge to a lesser extent than Bokamoso High. Teachers from both schools however, indicated a need for development opportunities aimed at improving their practice. The difference, however, is that teachers at St. Alex require workshops aimed at addressing the use of technology in the classroom, while at Bokamoso High, teacher training in the use of basic computer software to undertake administrative tasks is required. Discipline was also identified as an issue at both schools, even if to a lesser extent at Bokamoso High. Here it is noteworthy to point out

that teachers at St. Alex, despite enjoying the benefit of smaller teacher-learner ratios, still struggle with discipline to the extent that it negatively affects teaching. Teachers at Bokamoso High, however, merely acknowledged learner discipline as an issue, but do not list it as their main concern, despite having learner-teacher ratios of up to 1:60 in some classes. It would seem here that numbers are not the main concern when considering learner discipline. Teachers' needs are therefore different and to a large extent, determined by their context.

Teachers across contexts express a need for autonomy, where the teachers indicated the need for development opportunities that take consideration of their actual developmental needs as well as their need for autonomy. Development opportunities are scarce, and when available, found to be inadequate. Teachers are thus lacking worthwhile development opportunities and training-related autonomy, and left with the task of initiating their own development opportunities of their own accord.

Teachers also commented on the IQMS's employment of external reward in the form of a 1% pay increase. Teachers' answers supported the CET. Teachers' responses revealed a flawed system, meant to develop teachers professionally, that promotes misrepresentations and the inflation of marks instead. Teachers become so focused on the external reward, that they forget the purpose of the system, which is for teachers to identify their weaknesses and to develop accordingly. Instead, teachers admit fabricating in order to obtain the pay increase, where, due to their overload of work, the time spent undertaking the compulsory self-evaluations is not ultimately worthwhile for them for the amount they may hope to receive in compensation. Teachers lose sight of the personal reward that accompanies developing professionally and instead only focus on the external reward promised by the IQMS. The end result is a system that neither effectively holds teachers accountable nor contributes to their professional growth.

CHAPTER 7: CONCLUSION

7.1 INTRODUCTION

The study is built on the premise that the IQMS contains two dissimilar discourses: developmental appraisal and performance measurement. The relationship between accountability and professional development is problematic because it involves two distinctive processes. The former highlights ideas of being checked-up on, performativity and monetary reward; while the latter brings to mind thoughts of being supported, autonomy and building collegial relationships. The CET explains the relationship between accountability and professional development in that it states that accountability involves control, employs external reward and negates autonomy, while professional development is dependent on a sense of intrinsic motivation devoid of performance-based reward. I have argued that these two discourses can only be implemented simultaneously with difficulty.

An additional factor that impacts on the implementation of the IQMS is context. The importance of context has been highlighted throughout the study. Context matters insofar as education policies have, as it were, “migrated” from rich developed countries, such as the USA, to developing countries like South Africa. As they are transplanted onto foreign soil they are mediated or refracted by national and local conditions. In a sense we can view the IQMS policy as intended for or designed with another context in mind. All this results in complex enactment and outcomes. Because I wished to study the enactment of the IQMS in the context of local schools, it is appropriate that the research was based upon and foregrounded the grassroots voices of teachers because they are the ones who have been most affected by the IQMS.

Accountability speaks to international trends, while professional development speaks to the need for South African teachers to develop professionally. The former reflects neoliberal, international trends and if you will ‘Americanisation’. The latter, however, is a discourse that pre-dates the accountability-era and was especially popular in the West after World War II. The professional development dimensions of the IQMS furthermore address local, national and uniquely South African concerns, in regard to, for example,

seeking to address the problem of teachers not having mastered the academic knowledge of the subjects they teach. The IQMS can thus be interpreted as trying to look back to history, while at the same time addressing contemporary concerns regarding teachers in South Africa.

Context furthermore matters because despite the government's efforts, schools in South Africa are still divided. The most noticeable is the vast difference between township schools and former model C schools. The processes of policy enactment and the outcomes are thus likely to be different, depending on the context within which it is implemented. However, when it comes to teachers' perceptions about the IQMS, as I point out below, they are often very similar. A unique situation is created where the IQMS, containing both an international and local discourses, is to be implemented in vastly different school contexts. Policy implementation is thus far from straightforward. The dialect of the global and the local is complex and contradictory, as I shall now explain by reviewing the main conclusions of the study.

7.2 ACCOUNTABILITY AND PROFESSIONAL DEVELOPMENT IN CONTEXT

As mentioned, the two schools included in the study exemplify the two main types of schools found in South Africa (see Johnson, Monk & Hodges 2000). St. Alex is a well-resourced former model C school with more than adequate facilities. Here teachers enjoy the benefit of an abundance of teaching resources and teach learners from middle to high income backgrounds. Bokamoso High, however, is a school that consists of converted shipping containers. Some of the containers don't even have electricity. The school is bereft of a library, teaching laboratories, sufficient teaching materials and a sports field for extracurricular activities. Learners that attend Bokamoso High mostly stay in informal settlements, where most of the basic utilities and household facilities are also lacking. While teachers at St. Alex enjoy teacher-learner ratios of no more than 1:35, teachers at Bokamoso have to teach classes with up to 60 learners.

Despite these contextual differences, teachers, across contexts, were mostly unanimous in their criticism of the IQMS. Teachers perceive the IQMS as controlling, in that it dictates what teaching is and is not. Teachers found the criteria used in the IQMS limiting and some criteria are viewed as unnecessary, indicating how far removed the

criteria are from what it means to teach in South African classrooms. This is also evidenced when considering that teachers, across contexts, found the need to ‘perform’ or put up a ‘show’ during their appraisal class visits. This points to teachers’ insecurity about their role and abilities as teachers, in that how they teach on a daily basis is not how they teach when they are appraised. The system is thus not holding teachers accountable for what actually takes place in the classroom.

Teachers at St. Alex say they feel pressure to perform. With their resources, it might be assumed that they are already teaching adequately, yet they still felt that they had to do more in order to meet the IQMS’s demands. The pressure to perform is also felt at Bokamoso High. Teachers thus, irrespective of context, suffer the effects of performativity, in that they feel the need to constantly do more and be better. This is not only a local issue, but also an international issue where performance-related pay systems are concerned (see Hill 2005). Teachers feel the need to continually do more and perform better, not in pursuit of professional growth, but for a pay-increase instead.

In addition to promoting performativity, the criteria used to appraise teachers in South Africa do not take into consideration the contextual differences among schools. Teachers are expected to perform well and to keep on developing and growing professionally, despite the lack of resources or dedicated programmes to support their performance and growth. The same criteria are used to assess teachers at both schools, irrespective of their contextual constraints or freedoms. The policy is thus enacted to the benefit of some and the detriment of others, because it enforces uniformity, without considering the circumstances that make a school unique (see Abelmann et al. 1999).

Another noteworthy finding is that related to high-stakes testing. Teachers, across contexts, made it clear that they are judged based on learners’ results, more so than on their IQMS scores. What was significant and unexpected was that some teachers, irrespective of contexts, were of the view that learners’ marks should be taken into consideration when trying to determine whether teachers are performing adequately, even if only in exceptional cases, which according to them includes cases where a whole class or grade performs poorly.

This finding is unexpected, as teachers teach learners from different communities and also in different contexts. Learners attending school at St. Alex enjoy the benefit of attending class in proper buildings with adequate resources. The learners also enjoy the benefit of staying in proper housing with proper facilities and resources. These learners can be expected to perform better than learners in Bokamoso High, who stay in shacks in informal settlements without proper facilities and resources. It would thus be expected of teachers in St. Alex to accommodate high-stakes testing, because learners are expected to perform well. It is unexpected to discover that some teachers at Bokamoso High feel the same way, seeing as learners are not expected to perform well, given their circumstances, which would reflect poorly on the teachers' capabilities.

Teachers' views regarding high-stakes testing illustrate that teachers' perceptions of their work have changed in that they now believe it reasonable that learners' marks be used to hold them accountable. This change is so complete that they also favour this form of accountability. With this, however, just as with performativity, there is once again a sense that teachers themselves have begun to question their role and their abilities, as teachers now also mistakenly assume that if a whole class or grade were to perform badly, they are to blame. This is despite literature that highlights the multiplicity of inter-related factors that determine and influence test scores. Despite this, however, some teachers at both schools felt that learners' results are fair indicators of teachers' performance.

What is similarly surprising is the finding that across contexts, some teachers expressed a need for surveillance. The literature paints a picture of resistance to being subjected to investigation and surveillance (see Biputh & McKenna 2010; Jansen 2004; Chisholm 1999; Hope 2010; Madrid & Dunn-Kenney 2010). The literature, among other things, argues that the IQMS resembles the inspection system of the apartheid era, which was characterised by surveillance and control, which has led to teacher unions and professional teacher organisations' resistance to the IQMS. Instead, teachers' responses pointed toward the need for more surveillance, control and regulation in that they would prefer personnel unaffiliated to their schools to be appointed to manage the appraisal process, instead of being allowed to choose their own appraisers from among

their colleagues. Just as with teachers' views on high-stakes testing, teachers' responses regarding surveillance were also unexpected. It is especially noteworthy that teachers at Bokamoso High, who are still to this day experiencing the lasting effects of the apartheid era in their school, would want to incorporate a feature known to have been used during the apartheid era to enforce control.

Teachers identified the lack of proper investigation, in the form of teachers being able to choose their friends as appraisers, as a criticism of the IQMS. This is unexpected in that the IQMS was designed with exactly this feature in mind. The IQMS sets out to allow teachers to choose their colleagues to appraise them, as their colleagues would have a better understanding of their circumstances and context. Teachers, however, feel that someone not affiliated with the school would be better suited to appraise them and the school and that the appointment of an external appraiser would establish a fairer system, where teachers wouldn't have to rely on their friends' assessment, but on someone unbiased and impartial.

Teachers were also critical of the IQMS's contribution to their workloads. It is interesting to note that teachers, across context, commented on their increased workloads because of the IQMS and all the teachers attributed it to the amount of paperwork involved. The importance of context is once again highlighted, because unlike teachers at St. Alex, teachers at Bokamoso High do not have the necessary support structures to deal with the increased workloads. If teachers at St. Alex experience the paperwork that accompanies the IQMS as a burden, how then are teachers at Bokamoso High expected to accommodate it? This is consistent with the literature in that the literature talks about the ever-increasing pressure placed on teachers to perform and to account for their performance and stating it results in increased, burdensome workloads. Because the IQMS does not take into consideration teachers' contexts and already mammoth workloads, it ultimately places more stress on a system already characterised by stressed professionals (see Hill 2005; Pillay, Goddard & Wilss 2005; De Clerq 2008; Abelman & Elmore, et al. 1999; Chisholm 1999; RSA 2005).

Teachers' increased workload because of the IQMS is significant in another sense. Teachers are comparing the amount of paperwork to be completed to the monetary reward promised by the IQMS, instead of to the benefit of having developed professionally. When comparing the promised 1% additional increase to their annual salary, should teachers be found to have performed adequately, to the amount of paperwork involved, teachers find the salary incentive inadequate. This, however, was never the intent of the policy. The 1% additional increase to their annual salary was only meant to serve as a motivator or incentive to want to develop professionally. Instead, teachers at both schools have become so focussed on the pay increase accompanying the IQMS that they indicated that they would forfeit the 1% pay increase, so as not to have to fill out all the paperwork required by the IQMS. In the process the benefit of developing professionally is forgotten. The IQMS has thus set into motion a move away from the personal intrinsic benefits of developing professionally and instead focusses teachers' attentions on the extrinsic reward in the form of a pay increase. With this, other problems also arise. When people's livelihood is at stake, chances are they are going to conceal their faults in order not to risk losing their chance of earning a pay increase. This is evident when considering that teachers 'perform' for class visits and inflate their IQMS scores.

Teachers' responses are aligned with the CET in that the IQMS's employment of external reward causes teachers' focus to shift away from intrinsic benefits inherent when growing professionally. Teachers' responses revealed a flawed system meant to develop them professionally but that promotes embellishing achievements instead. Teachers become so focussed on the external reward that they forget the purpose of the system, which is for teachers to identify their weaknesses and to take actions to develop accordingly. Because teachers' focus has shifted toward the pay increase, the benefit of being truthful about one's faults in order to address them has also been negated. Instead, teachers inflate their marks and perform for class visits, all for the sake of not being denied a pay increase. In the process, they lose sight of the personal reward that accompanies developing professionally and instead concentrate on the external reward promised by the IQMS.

That is why when asked whether they have developed since the implementation of the IQMS, respondents across contexts indicated that they have not. Teachers' reasons for participating in professional development include a sense of internal motivation (see Smith 2003). The participants interviewed believed that if they had developed it was because they wanted to and that it had in no way been influenced by the IQMS. As mentioned, this is consistent with the CET, according to which the reason for participating in development determines its effectiveness. The theory maintains that for learning to be effective, a sense of intrinsic motivation and autonomy is necessary. Accountability enforces extrinsic reward for performance in the form of a pay increase, which lowers intrinsic motivation and autonomy and according to the CET, intrinsic reward and autonomy are necessary for learning to be effective (see Deci, Koestner & Ryan 2001; Ryan & Deci 2000; Gagné & Deci 2005). This highlights the problematic relationship between accountability and professional development in the IQMS, in that the former negates and contradicts the latter.

It is with professional development especially that the difference between St. Alex and Bokamoso become pronounced. It is clear from teachers' responses that participants from both schools require development, either in subject knowledge or teaching practice. It is in the extent to which developmental opportunities are required that context becomes pronounced. Teachers from St. Alex feel they require developmental opportunities aimed at addressing aspects related to teaching in general. These aspects include the management of discipline, which was identified as an issue at the school, as well as courses aimed at teaching them how to use technology in the classroom. Teachers from Bokamoso, on the other hand, indicated a need for courses aimed at improving their subject knowledge as well as courses aimed at addressing aspects related to teaching in general. Teachers at Bokamoso High's need for development opportunities that cover basic subject knowledge is not unique. Studies done at the systemic level reveal a great need for many South African teachers to develop their subject and content knowledge because of the disadvantaged and discriminatory education system of the apartheid era that left many teachers with inadequate training (see Moloi & Chetty 2010; Bansilal, Brijlall & Mkhwanazi 2014; EPC 2011; DoE 2011; De Clerq & Shalem 2014; Taylor et. al. 2013). Yet teachers feel that

they are not provided with enough opportunities to develop and the opportunities they are presented with are described as inadequate and sometimes even as a complete waste of time. Teachers are thus left with the option of attending workshops and meetings that are described as of little value, enrolling instead for further education courses and programmes at universities or relying solely on opportunities for development initiated by their schools.

Policy implementation, as seen from the findings, is not a straightforward process. Without considering the system's capacity and ability to provide the necessary support required for teachers to simultaneously be held accountable and develop professionally, the IQMS is inadvertently causing more disparities which it sought to eradicate (see De Clerq 2008). The result is a system that neither effectively holds teachers accountable, nor develops them professionally.

REFERENCES

Abelmann C, Elmore R, Even J, Kenyon S, Marshall J & Consortium for Policy Research in Education, P 1999. *When Accountability Knocks, Will Anyone Answer?*, ERIC, EBSCOhost.

Ball S, Maguire M & Braun A 2011. *How Schools Do Policy: Policy Enactments In Secondary Schools*. n.p.: Routledge, Taylor & Francis Group.

Ball SJ 2003. The Teacher's Soul and the Terrors of Performativity. *Journal of Education Policy*, 18, 2, pp. 215-28.

Ball SJ 2012. Performativity, Commodification and Commitment: An I-Spy Guide to the Neoliberal University. *British Journal of Educational Studies*, 60, 1, pp. 17-28, Teacher Reference Center, EBSCOhost.

Bansilal S, Brijlall D & Mkhwanazi T 2014. An exploration of the common content knowledge of high school mathematics teachers. *Perspectives in Education*, 32, 1, pp. 30-46, TOC Premier, EBSCOhost.

Barasa FS & Mattson E 1998. The roles, regulation and professional development of educators in South Africa: a critical analysis of four policy documents. *Journal of Education*, 23, pp. 41–72.

Biesta GJ 2004. Education, Accountability, and the Ethical Demand: Can the Democratic Potential of Accountability Be Regained?. *Educational Theory*, 54, 3, pp. 233-250.

Biputh B & McKenna S 2010. Tensions in the Quality Assurance Processes in Post-Apartheid South African Schools. *Compare: A Journal Of Comparative And International Education*, 40, 3, pp. 279-291.

Blacker D 2003. More Than Test Scores: A Liberal Contextualist Picture of Educational Accountability. *Educational Theory*, 53, 1, pp. 1-18.

Bryman A 2001. *Social Research Methods*. Oxford University Press: USA.

Burbules N. & Torres C 1999. *Globalization and education*. New York: Routledge.

Chisholm L (ed.) 2004. *Changing Class*. HSRC Press: Cape Town.

Chisholm L 1999. The Democratization of Schools and the Politics of Teachers' Work in South Africa. *Compare: A Journal of Comparative and International Education*, 29, 2, pp. 111-126.

Cohen L, Manion L & Morrison K 2007. *Research Methods in Education*. 6th edn, Routledge: London; New York.

Conway PF & Murphy R 2013. A rising tide meets a perfect storm: new accountabilities in teaching and teacher education in Ireland. *Irish Educational Studies*, 32, 1, pp. 11-36.

Dall'Alba G & Sandberg J 2006. Unveiling professional development: A critical review of stage models. *Review of Educational Research*, 76, 3, pp. 83-412.

Danielson C 2009. Why professional conversation?, in *Talk about teaching!: Leading professional conversations*. Corwin Press: Thousand Oaks, CA.

Darling-Hammond L 2007. Race, Inequality and Educational Accountability: The Irony of "No Child Left Behind". *Race, Ethnicity and Education*, 10, 3, pp. 245-260.

Darling-Hammond L, Amrein-Beardsley A, Haertel E & Rothstein J 2012. Evaluating teacher evaluation. *Phi Delta Kappan*, 93, 6, pp. 8-15.

De Clerq F 2008. Teacher Quality, Appraisal and Development: The Flaws in the IQMS. *Perspectives in Education*, 26, 1, pp. 7-18.

De Vos AS, Strydom H, Fouche CB & Delpont CSL 2011. *Research at grass roots: for the social sciences and human services professions*. 4th edn. Pretoria: Van Schaik.

Deci E, Koestner R & Ryan R 2001. Extrinsic Rewards and Intrinsic Motivation in Education: Reconsidered Once Again. *Review of Educational Research*, 71, 1, pp. 1-27.

Department of Basic Education (DoBE) 2014a. *Examinations*. Available at: <http://www.education.gov.za/Examinations/tabid/338/Default.aspx>. Date accessed: 21 April 2016.

Department of Basic Education (DoBE) 2014b. *Curriculum: Annual National Assessment*. Available at: <http://www.education.gov.za/Curriculum/AnnualNationalAssessment/tabid/424/Default.aspx>. Date accessed: 21 April 2016.

Department of Education (DoE) 2001. *The National Policy on Whole-School Evaluation*. Gazette Vol 433, No. 22512 of July, 2001.

Education Labour Relations Council (ELRC) 2003a. *Collective Agreement no 8 of 2003: Integrated Quality Management Systems*. ELRC: Centurion.

Education Labour Relations Council (ELRC) 2003b. *Training Manual on Integrated Quality Management Systems*, ELRC: Centurion.

Education Labour Relations Council (ELRC) 2009. *Teacher Development Summit Report*. ELRC: Centurion.

Education Policy Consortium (EPC) 2011. *Teaching literacy and numeracy in multigrade classes in rural and farm schools in South Africa*. Johannesburg: Centre for Education Policy Development Centre for Education Rights and Transformation.

Fitz J 2003. The Politics of Accountability: A Perspective from England and Wales. *Peabody Journal Of Education*, 78, 4, pp. 230-41.

Flick U, Von Kardoff E & Steinke I 2004. *A Companion to Qualitative Research*, SAGE Publications: London.

Gagne F 2004. Transforming gifts into talents: the DMGT as a developmental theory. *High Ability Studies*, 15, 2, pp. 119-147.

Gagné M & Deci E 2005. Self-Determination Theory and Work Motivation. *Journal of Organizational Behavior*, 26, 4, pp. 331-362.

Garet M, Porter A, Desimone L, Birman B & Yoon K 2001. What Makes Professional Development Effective? Results from a National Sample of Teachers. *American Educational Research Journal*, 38, 4, pp. 915-45.

Gulston K 2010. The challenges experienced by educators in primary schools regarding continuous professional development, *master's dissertation*, University of Pretoria, Pretoria.

Gurd B 2013. Rising accountability of Australian non-government schools. *Public Money & Management*, 33, 6, pp. 415-420.

Hamilton L & Corbett-Whittier C 2012. *Using Case Study in Education Research*. SAGE Publications: London.

Hargreaves A 1989. *Teachers' Work and the Politics of Time and Space*. ERIC, EBSCOhost.

Hargreaves A 2000. Four Ages of Professionalism and Professional Learning. *Teachers and Teaching: Theory And Practice*, 6, 2, pp. 151-182.

Heystek J, Nieman R, Van Rooyen J, Masoge J & Bipath K 2008. *People Leadership in Education*. Heinemann Publishers: Johannesburg.

Hill D 2005. Globalisation and Its Educational Discontents: Neoliberalisation and Its Impacts on Education Workers' Rights, Pay and Conditions. *International Studies In Sociology Of Education*, 15, 3, pp. 257-288, ERIC, EBSCOhost.

Hochberg E & Desimone L 2010. Professional Development in the Accountability Context: Building Capacity to Achieve Standards. *Educational Psychologist*, 45, 2, pp. 89-106.

Hope A 2010. Student Resistance to the Surveillance Curriculum. *International Studies in Sociology of Education*, 20, 4, pp. 319-334, ERIC, EBSCOhost.

James & Busher 2009. *Online Interviewing*. London: Sage Publications Ltd.

Jansen JD 2004. Autonomy and Accountability in the Regulation of the Teaching Profession: A South African Case Study. *Research Papers in Education*, 19, 1, pp. 51-66.

Johnson S, Monk M & Hodges M 2000. Teacher Development and Change in South Africa: A Critique of the Appropriateness of Transfer of Northern/Western Practice. *Compare*, 30, 2, pp. 179-92.

Kleinhenz E & Ingvarson L 2004. Teacher Accountability in Australia: Current Policies and Practices and Their Relation to the Improvement of Teaching and Learning. *Research Papers in Education*, 19, 1, pp. 31-49.

Klenowski, V 2011. Assessment for Learning in the Accountability Era: Queensland, Australia. *Studies in Educational Evaluation*, 37, 1, pp. 78-83.

Lashway L, & ERIC Clearinghouse on Educational Management E 2001. *The New Standards And Accountability: Will Rewards And Sanctions Motivate America's Schools To Peak Performance?*. n.p.: ERIC, EBSCOhost.

Lee H 2004. Developing a professional development program model based on teachers' needs. *The Professional Educator*, 27, 1 & 2, pp. 29-49.

Lekome BP 2007. Professional development of primary school educators through the developmental appraisal system, *masters dissertation*, University of Pretoria, Pretoria.

Linn R & ERIC Clearinghouse on Assessment and Evaluation C 2000. *Assessments and Accountability*. ERIC/AE Digest, n.p.: ERIC.

Locke K 2013. Performativity, Performance and Education. *Educational Philosophy and Theory*, pp. 1-13.

Madrid S & Dunn-Kenney M 2010. Persecutory Guilt, Surveillance and Resistance: The Emotional Themes of Early Childhood Educators. *Contemporary Issues in Early Childhood*, 11, 4, pp. 388-401, ERIC, EBSCOhost.

Maree K (ed.) 2007. *First steps in research*. Van Schaik Publishers: Pretoria.

Mason J 2002. *Qualitative researching*. n.p.: Sage Publications

Miles MB, Huberman AM & Saldana J 2014. *Qualitative data analysis: A methods sourcebook*. 3rd edn. SAGE publications.

Moloi MQ & Chetty M 2010. *The SACMEQ III Project in South Africa: a study of the conditions of schooling and the quality of education*. Pretoria: Ministry of Basic Education.

Munday I 2014. Creativity: Performativity's Poison or Its Antidote?. *Cambridge Journal of Education*, 44, 3, pp. 319-332, MLA International Bibliography, EBSCOhost, viewed 28 August 2016.

Newton Suter W 2012. Qualitative data, analysis, and design, in *Introduction to Educational Research*. 2nd edn. pp.342 – 386.

Ntapo ND 2009. A critical study of a continuing professional development orientation programme for educators, *master's thesis*, University of Pretoria, Pretoria.

O'Neill O 2013. Intelligent accountability in education. *Oxford Review of Education*, 39, 1, pp. 4-16.

Pillay H, Goddard R & Wilss L 2005. Well-Being, Burnout and Competence: Implications for Teachers. *Australian Journal Of Teacher Education*, 30, 2, ERIC, EBSCOhost.

Republic of South Africa (RSA), Department of Education 2000. *South African Council for Educators' Act, No. 33 of 2000*. Government Printers: Pretoria.

Republic of South Africa (RSA), Department of Education 2005. *Teachers for the future: Meeting Teacher Shortages to Achieve Education for All*. Government Printers: Pretoria.

Republic of South Africa (RSA), Department of Education 2007. *The national policy framework for teacher education and development in South Africa*. Government Gazette, No. 29832, 26 April 2007, Government printers: Pretoria.

Rotberg IC 2006. Assessment Around the World. *Educational Leadership*, 64, 3, p. 58, MasterFILE Premier, EBSCOhost.

Ryan R & Deci E 2000. Self-Determination Theory and the Facilitation of Intrinsic Motivation, Social Development, and Well-Being. *American Psychologist*, 55, 1, pp. 68-78.

Schumacher D, Englander R, & Carraccio C 2013. Developing the master learner: applying learning theory to the learner, the teacher, and the learning environment. *Academic Medicine: Journal Of The Association Of American Medical Colleges*, 88, 11, pp. 1635-1645, MEDLINE, EBSCOhost.

Seidman I 2013. *Interviewing as Qualitative Research: A Guide for Researchers in Education and the Social Science.*, 4th edn. Teachers College Press: USA.

Sim C 2010. Sustaining Productive Collaboration between Faculties and Schools. *Australian Journal of Teacher Education*, 35, 5, pp. 18-28, ERIC, EBSCOhost.

Smith K 2003. So, what about the professional development of teacher educators?. *European Journal of Teacher Education*, 26, 2, pp. 201 – 215.

Taylor N, Draper K, Muller J & Sithole S 2013. *National report 2012: summary.* Pretoria, South Africa: National Education Evaluation & Development Unit (NEEDU).

Travers M 2001. *Qualitative research through case studies.* SAGE Publications: London.

Voss C, Tsikriktsis N & Frohlich M 2002. Case research in operations management. *International Journal of Operations & Production Management*, 22, 2, pp. 195-219.

Weber E 2005. New Controls and Accountability for South African Teachers and Schools: The Integrated Quality Management System. *Perspectives in Education*, 23, 2, pp. 1-10.

Weber E 2007. Globalization, "Glocal" Development, and Teachers' Work: A Research Agenda. *Review Of Educational Research*, 77, 3, pp. 279-309.

Wilkins C 2011. Professionalism and the Post-Performative Teacher: New Teachers Reflect on Autonomy and Accountability in the English School System. *Professional Development in Education*, 37, 3, pp. 389-409.

ANNEXURE 1 – School Management Team Member Interview

Schedule

SECTION A: General

1. For how long have you been a teacher?
2. For how long have you been teaching at this school?
3. What position do you hold at the school?
(permanent?/temporary?/management?/contract?)
4. Do you like teaching at the school? Why?
5. Do you like being part of the management of the school? Why?

SECTION B: School context

6. Describe the community in which the school is located?
7. Are the students who attend the school mainly poor, rich or middle class?
8. Are the students that attend the school mainly white or black? And the staff?
9. What are working conditions like at the school?

SECTION C: IQMS implementation

10. What does implementing the IQMS involve? Please explain the process.
11. What part do you play in the implementation process?
12. Do you think the IQMS is implemented fairly in your school? Why do you say so?
13. What do you think of the IQMS policy? Please explain.
14. What do you think teachers think of the policy? Please explain.
15. Do you think the IQMS policy should be discarded? Why?
16. Do you think the IQMS policy should/could be changed? If so, how?
17. What problems have you experienced in implementing the IQMS?

SECTION D: Performance Measurement

18. What do you understand by 'Performance Measurement'?
19. To what extent does the IQMS report reflect teachers' abilities? Why do you say so?
20. What do you think of the fact that a teacher's pay progression is based on their Performance Measurement?

21. Do you think the evaluation process truly reflects the work teachers do at the school?
Please explain.

SECTION E: Professional development

22. What do you understand by 'professional development'?
23. What opportunities are there for teachers to develop professionally? Please explain.
24. Do you feel that teachers have developed professionally since the IQMS has been implemented at the school? Please explain how.

SECTION F: Accountability and professional development

25. Is there a contradiction between holding teachers accountable for their work and professional development? Please explain.
26. What are your views on tests and examinations?

SECTION G: Management

27. How do you manage the school? Give examples to illustrate the points you make.

SECTION H: Relationships

28. Describe staff relationships. Any examples of conflict? Consensus? Collegiality?

SECTION I: Conclusion

29. In conclusion, is there anything you would like to comment on or add to what we've discussed?

ANNEXURE 2 – Teacher Interview Schedule

SECTION A: General

1. For how long have you been a teacher?
2. For how long have you been teaching at this school?
3. What position do you hold at the school?
(permanent?/temporary?/management?/contract?)
4. Do you like teaching at the school? Why?

SECTION B: School context

5. Describe the community in which the school is located?
6. Are the students who attend the school mainly poor, rich or middle class?
7. Are the students that attend the school mainly white or black? And the staff?
8. What are working conditions like at the school?

SECTION C: IQMS implementation

9. What does implementing the IQMS involve? Please explain the process.
10. Do you think the IQMS is implemented fairly in your school? Why do you say so?
11. What do you think of the IQMS policy? Please explain.
12. Do you think the IQMS policy should be discarded? Why?
13. Do you think the IQMS policy should/could be changed? If so, how?

SECTION D: Performance Measurement

14. What do you understand by 'Performance Measurement'?
15. To what extent does the IQMS report reflect your abilities as a teacher? Why do you say so?
16. What do you think of the fact that your pay progression is based on your Performance Measurement?
17. Do you think the evaluation process truly reflects the work you do at the school? Please explain.

SECTION E: Professional development

18. What do you understand by 'professional development'?
19. What opportunities are there for you to develop professionally? Please explain.

20. Do you feel that you have developed professionally since the IQMS has been implemented at the school? Please explain how.

SECTION F: Accountability and professional development

21. Is there a contradiction between holding you accountable for your work and professional development? Please explain.

22. What are your views on tests and examinations?

SECTION G: Relationships

23. How is the school managed? Describe school management. Give reasons for your response.

24. Describe staff relationships. Any examples of conflict? Consensus? Collegiality?

SECTION H: Conclusion

25. In conclusion, is there anything you would like to comment on or add to what we've discussed?

ANNEXURE 3 – Approval Letter from Gauteng Department of Education



GAUTENG PROVINCE

Department: Education
REPUBLIC OF SOUTH AFRICA

For administrative use:
Reference no: D2016 / 173
enquiries: Diane Buntling 011 843 6503

GDE RESEARCH APPROVAL LETTER

Date:	14 July 2015
Validity of Research Approval:	14 July 2015 to 2 October 2015
Name of Researcher:	Joubert V.
Address of Researcher:	561 17th Avenue, . Rietfontein, Pretoria; 0084
Telephone / Fax Number/s:	012 330 2377; 072 650 8390
Email address:	venise.joubert@gmail.com
Research Topic:	Accountability versus Professional Development enacting the Integrated Quality Management System at different South African Schools
Number and type of schools:	THREE Secondary Schools
District/s/HO	Tshwane South

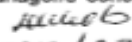
Re: Approval in Respect of Request to Conduct Research

This letter serves to indicate that approval is hereby granted to the above-mentioned researcher to proceed with research in respect of the study indicated above. The onus rests with the researcher to negotiate appropriate and relevant time schedules with the school/s and/or offices involved. A separate copy of this letter must be presented to the Principal, SGB and the relevant District/Head Office Senior Manager confirming that permission has been granted for the research to be conducted. However participation is VOLUNTARY.

The following conditions apply to GDE research. The researcher has agreed to and may proceed with the above study subject to the conditions listed below being met. Approval may be withdrawn should any of the conditions listed below be flouted:

CONDITIONS FOR CONDUCTING RESEARCH IN GDE

1. The District/Head Office Senior Manager/s concerned must be presented with a copy of this letter;


 2015/07/14

1

Making education a societal priority

Office of the Director: Knowledge Management and Research

6th Floor, 111 Commissioner Street, Johannesburg, 2001
 P.O. Box 7710, Johannesburg, 2000 Tel: (011) 355 0506
 Email: David.Makhado@gauteng.gov.za
 Website: www.education.gpg.gov.za

2. A copy of this letter must be forwarded to the school principal and the chairperson of the School Governing Body (SGB);
3. A letter / document that outlines the purpose of the research and the anticipated outcomes of such research must be made available to the principals, SGBs and District/Head Office Senior Managers of the schools and districts/offices concerned;
4. The Researcher will make every effort obtain the goodwill and co-operation of all the GDE officials, principals, SGBs, teachers and learners involved. Participation is voluntary and additional remuneration will not be paid;
5. Research may only be conducted after school hours so that the normal school programme is not interrupted. The Principal and/or Director must be consulted about an appropriate time when the researcher/s may carry out their research at the sites that they manage;
6. Research may only commence from the second week of February and must be concluded before the beginning of the last quarter of the academic year. If incomplete, an amended Research Approval letter may be requested to conduct research in the following year;
7. Items 6 and 7 will not apply to any research effort being undertaken on behalf of the GDE. Such research will have been commissioned and be paid for by the Gauteng Department of Education.
8. It is the researcher's responsibility to obtain written parental consent and learner;
9. The researcher is responsible for supplying and utilising his/her own research resources, such as stationery, photocopies, transport, faxes and telephones and should not depend on the goodwill of the institutions and/or the offices visited for supplying such resources;
10. The names of the GDE officials, schools, principals, parents, teachers and learners that participate in the study may not appear in the research report without the written consent of each of these individuals and/or organisations;
11. On completion of the study the researcher must supply the Director: Education Research and Knowledge Management with one Hard Cover, an electronic copy and a Research Summary of the completed Research Report;
12. The researcher may be expected to provide short presentations on the purpose, findings and recommendations of his/her research to both GDE officials and the schools concerned; and
13. Should the researcher have been involved with research at a school and/or a district/head office level, the Director and school concerned must also be supplied with a brief summary of the purpose, findings and recommendations of the research study.

The Gauteng Department of Education wishes you well in this important undertaking and looks forward to examining the findings of your research study.

Kind regards



.....

Dr David Makhado

Director: Education Research and Knowledge Management

DATE: 2015/07/14
.....

Office of the Director: Knowledge Management and Research

8th Floor, 111 Commissioner Street, Johannesburg, 2001
P.O. Box 7710, Johannesburg, 2000 Tel: (011) 355 0506
Email: David.Makhado@gauteng.gov.za
Website: www.education.gpg.gov.za

ANNEXURE 4 – Invitation to Participate



Dear Sir/Madam

RE: REQUEST FOR PERMISSION TO DO RESEARCH IN YOUR SCHOOL

I hereby wish to apply for permission to conduct research in Gauteng at your school. My research project will involve teachers and members of the school management team. My research topic is **“Accountability versus professional development: Enacting the Integrated Quality Management System at different South African schools.”**

This study will involve interviewing teachers and school management team members in respect of their perception of the implementation of the Integrated Quality Management System (IQMS) at their school. The interviews will be semi-structured and will take place after school hours as to not interrupt the day-to-day functioning of the school. Each interview will last approximately 90 minutes.

The information obtained will be treated with the strictest confidentiality and will be used solely for this research purposes only.

It is my presumption that the research findings will make a creditable contribution towards placing the IQMS in South Africa in the context of the international literature on accountability. In addition, by applying and operationalising enactment and by conducting qualitative case studies, the perceptions and experiences of teachers in real life, natural settings will be portrayed.

Yours sincerely

Mrs V. Joubert

ANNEXURE 5 – Letter of Consent



The Principal

Dear Colleagues

I would like to thank you sincerely for volunteering your kind assistance with research being undertaken at your school. My research project will involve interviewing teachers and members of the school management team. My research topic is **“Accountability versus professional development: Enacting the Integrated Quality Management System at different South African schools.”**

The information obtained will be treated with the strictest confidentiality and will be used solely for this research purposes only.

Before commencing with any data collection exercise, I will first come to the school and explain the research and what each of the participant’s role will be. I will explain how I will go about the research and how the interviews will be done.

I would like to thank you in assisting me in this research. I hope that the information obtained from this research will benefit you most will in that it will place the IQMS in South Africa in the context of the international literature on accountability. In addition, by applying and operationalising enactment and by conducting qualitative case studies, the perceptions and experiences of teachers in real life, natural settings will be portrayed.

If you are willing to participate in this study, please sign this letter as a declaration of your consent, i.e. that you participate in this project willingly and that you understand that you may withdraw from the research project at any time. Under no circumstances will the identity of interview participants be made known to any parties/organisations that may be involved in the research process.

Participant’s signature..... : Date:

Yours sincerely

.....
Mrs V. Joubert
Researcher

.....
Prof. E. Weber
Supervisor