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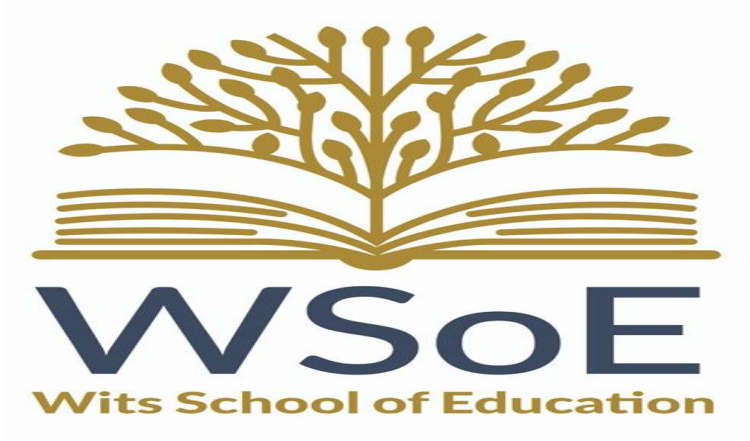
The integrated quality management system and school accountability and its implications for school leadership practice: an interpretive case study

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FACULTY OF HUMANITIES

SCHOOL OF EDUCATION

Master of Education

(Dissertation & Research Report)

2021

The Integrated Quality Management System and School Accountability and its Implications for School Leadership Practice: An Interpretive Case Study

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The Integrated Quality Management System and School Accountability and its Implications for School Leadership Practice: An Interpretive Case Study

A dissertation submitted in the fulfilment of the academic requirements for the Degree of Master of Education in the Discipline of Educational Leadership and Policy Studies (ELPS) of the School of Education

Supervisor: Dr B.J. Johnson

Declaration

I, Savithri Nankoo (1891663) declare that **"The Integrated Quality Management System and School Accountability and its Implications for School Leadership Practice: An Interpretive Case Study"** abides by the following rules:

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S. Nankoo

Statement of Supervisor

This research is submitted **with**/without my approval.



Signed: **Date: 30/06/2021**

Dr. B.J. Johnson

Dedication

I dedicate this research study to my family, particularly my husband and my two daughters, who supported me over the past three years which has been unwavering as I have attempted to balance work, study, and family commitments. Also, you have been my pillar of strength through this journey of my study and this dissertation would never have come to fruition without your encouragement. Additionally, my heartfelt gratitude goes out to my domestic who was able to provide her assistance in care giving with my cerebral palsy daughter whilst I was completing this research study. I will forever be indebted to each one of you.



And above all I wish to express my sincere appreciation to THE ALMIGHTY GOD, for the kind blessings, good health, abundance of knowledge and strength awarded to me through this tiring hours of study and to aspire and ascend in my research study during this difficult period of Covid-19 pandemic. There is no doubt that the good lord has assisted in navigating all the roadblocks and challenges of Covid-19 for this research study and for my survival from this deadly virus I am grateful to THE ALMIGHTY GOD.

Acknowledgements

I would like to express my deepest and sincere gratitude to the following:

- Dr Bernadette Johnson, my research supervisor, for her guidance, patience, motivation, insight and availability throughout this research study, without her kind assistance and her continued support the dissertation would not have been completed, whether it was educational debate, proof-reading or just listening, the level of support afforded to me was exceptional. This dissertation has been completed largely due to your support.
- I would also like to thank and acknowledge my co-supervisor Francine De Clercq who has assisted me with editing, proof-reading, the structuring of my arguments and my intellectual development over the past three years.
- All the participants who took the time to participate in this research study, your time, and insights are greatly appreciated, and your valuable input has made a huge difference in this research.

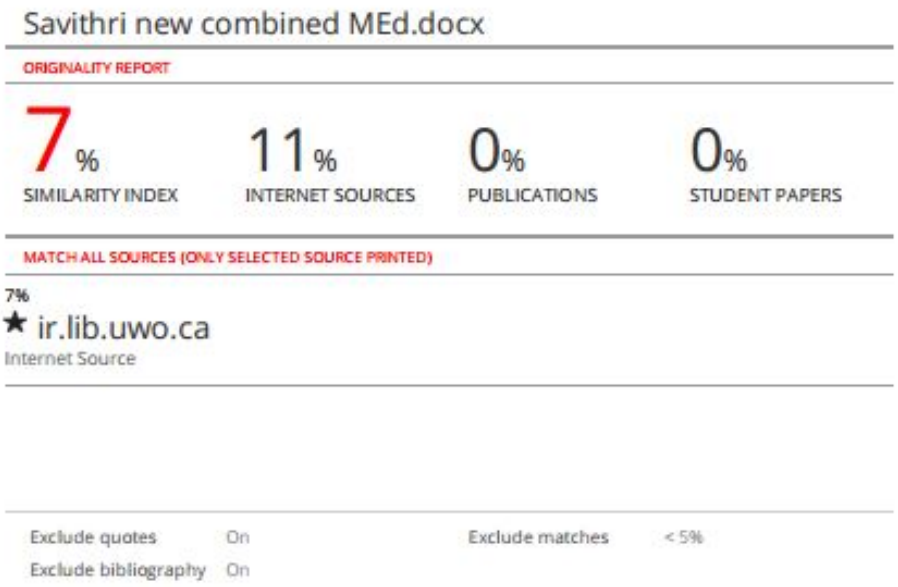
Abstract

This research endeavours to widen the understanding around the Integrated Quality Management System (IQMS) and school accountability, implications for school leadership practice in Ekurhuleni South District schools in the Ekurhuleni Region, given that there are tensions regarding the IQMS process of school leadership. Through an interpretive case study guided by Leithwood (2003), Darling-Hammond & Ascher, (1991) dimensions of accountability, this study looked to develop information and insights into the IQMS processes and accountability for school leadership. Also, the research explored tremendous tensions, gaps between the intended and actual policy outcomes, and credibility of performance appraisal scores awarded during the performance appraisal of school principals. The study was located in an interpretivist paradigm, which made use of questionnaires, interviews, and document analysis to generate data. Further, this study operated with the underlying assumption that the purpose of IQMS should be to achieve quality performance management and accountability. Therefore, it has been argued that accountability is one mechanism in which IQMS can be attained. Additionally, it was contended that school leadership requires to strategically navigate through policy to manage IQMS and the competing priorities of their duties, roles and responsibilities that extends beyond classroom matters and teaching and learning. This study found that IQMS for school leadership was a complex process and that the ways in which school leadership navigate through the complexity of policy and the various accountability forms is very much dependent on development and prioritisation of duties, roles, and responsibilities. This study has identified that school leadership may be able to establish successful IQMS processes that are both functional and effective if they have clear understanding of their accountability towards their duties, roles and responsibilities associated with government education mandates and District level initiatives, needs and priorities.

Key Words

Accountability
Leadership
IQMS
Performance Management

Turnitin Certificate



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Acronyms used in the study

CA	Collective Agreement
D	District
DBE	Department of Basic Education
DoE	Department of Education
ES	Ekurhuleni South District
HS	High School
HSP	High School Principal
NAPTOSA	National Professional Teachers Organisation of South Africa
NDP	National Development Plan
NPC	National Policy Conference
NPM	National Public Management
NASBE	National Association of State Boards of Education
OECD	Organisation for Economic Co-operation and Development
PED	Provincial Education Department
PS	Primary School
PS	Performance Standard
PSP	Primary School Principal
QMS	Quality Management Systems
RSA	Republic of South Africa
SA	South Africa
SADTU	South African Democratic Teachers Union
SACE	South African Council of Educators
SASP	South African Standard for Principalship
SGB	School Governing Body

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CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE RESEARCH

1.1 Introduction to the Study

According, to Ball (2016) several changes in the role of principalship has occurred. The majority of school principals face several expectations ranging from creating positive school climate, to motivating staff and learners, as well as effectively managing resources to enhance best instructional practices, Mestry (2017, p. 1). Additionally, Mestry (2017, p.1) contends that “principals were challenged with new demands, more complex decisions and additional duties, roles and responsibilities”. Further, Mestry (2017, p. 1) claims that the” principals’ day usually consists of diverse administrative and management functions”. Similarly, (Hallinger 2005, p. 2); and (Hoy & Hoy 2009, p.1) argues that “several school principals experience great difficulty in balancing their diverse administrative duties with their curriculum leadership functions”. Likewise, Kruger (2003) explains that numerous school principals” lacked time and understanding for instructional leadership functions”. In fact, Kallaway (2009) argues that “instructional leadership of school principals has been completely disregarded”. Furthermore, Goslin (2009) asserts that “many school principals overlooked their main responsibility of instructional leadership due to their busy day-to-day critical issues, learner discipline and parent complaints”. Subsequently, as the position of authority within the school changed there were widespread expectation that principals must provide instructional leadership as well as conduct performance appraisals, Amazon Web Services (2006). As a result, the responsibility to establish and drive Integrated Quality Management System was ultimately that of the school principal, whilst the Department of Education acted as a supportive agent in meeting the mandatory requirement.

Accordingly, Nkambule (2010, p.1) posits that “despite the enabling policy, the implementation of the appraisal aspect of IQMS was guided by Schedule1 of The Employment of Educators Act (EEA) 76 of (1998) which regulates that, principals were responsible to drive IQMS in schools”. Further, Amazon Web Services (2006) claims that “The Integrated Quality Management System signal a new approach to performance evaluation in the South African education system”. Furthermore, this research study operated with the underlying assumption that the purpose of IQMS

should be to provide accountability within the organization as well as quality education. However, IQMS is a mandatory requirement and the daily driver of the core business of the school that can only be attained through accountability. Therefore, IQMS has become an integral part of accountability in the education toolbox. Principals are responsible for managing and driving IQMS in their schools and as a result face an era of accountability. Therefore, The Integrated Quality Management System (IQMS); Education Labour Relations Council (ELRC) (2003) was introduced as a measure to hold schools accountable. Moreover, due to the negotiations between the Department of Education and affiliated unions led to the introduction of the IQMS as an accountability system. In fact, accountability within the education system has embarked on drastic changes in the leadership and management role of school principals.

Amendments to legislation within the Department of Basic Education, and National Department Plan (NDP of (2012), envisaged to strengthen the policy framework pertaining to principalship. Additionally, the National Policy Conference (NPC) of (2012, pp.309-310) embarked on strengthening school leadership as a national priority. Furthermore, Khumalo (2011) and Phakathi (2012) claimed that nationally Department of Basic Education had undertaken on holding principals accountable through the introduction of job performance contracts for the delivery of quality public education. According to Christie (2010) the intention of the performance management system was to strongly impact the work of the principal and how it was defined and evaluated. Christie (2010, p.707) argued “defining and assessing the work of principals in performance management terms improved the functionality of schools”. Furthermore, (Loius, Leithwood, Wahlstron, Anderson & Kowalski, 2010), confirms that principals were expected to be both leaders and managers within their respective schools as well as engage in maintaining a balance between the operational aspects of their duties, roles and responsibilities, and leading their staff members away from the status quo and guiding them towards making positive changes in their practice, (Leithwood, Harris & Hopkins, 2008); (Louis, Leithwood, Wahlstron, & Anderson, 2010) and Leithwood (2012). Simultaneously, Pollock and Winton (2015) assert that principals were frequently required to juggle multiple forms of accountability. However, globally, there was piquing interest in accountability within societies and institutions both in public and private sectors,

(Ehren et al., 2018). It has been explicitly stated that principals as professional leaders in schools were accountable for the achievement of education goals. Smit (2017) argued that “accountability calls within schools had been presented over many years as a matter of concern”. Additionally, Hoffman (2009) explains that “accountability entailed a means of justification that required people in authority to explain their policies, justify their decisions, actions, and omissions by means of rationality. Further, Ball (2016) asserts that “principals’ work has become increasingly complex due to the escalation of accountability expectations”. Similarly, Ranson (2003, p. 459) contends that accountability processes had become “an important instrument of the component within the system and constituted the system itself”. Likewise, Elmore (2005) posits that accountability has become a critical part of school functionality”.

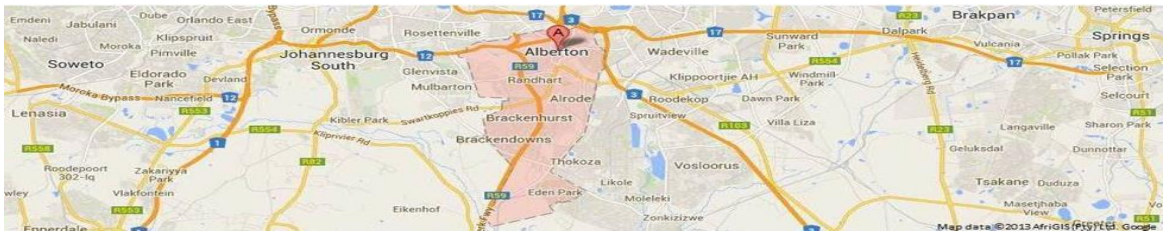
Subsequently, there has been noticeable increase in new education policies in South Africa that has been introduced and recommended for implementation, De Clercq (2010). Consequently, it was argued that despite having policies and frameworks compiled by government, policies were recognised to be the formal aspect of the principal’s work and were considered mandatory, and compliance was expected because it played an integral role in school accountability, Ball (2016). In fact, maintaining balance between the honouring of policy expectations and the integration of values into leadership practice in schools, presented widespread challenges, tensions and roadblocks, Ball (2016). Therefore, this research endeavoured to widen the understanding around the Integrated Quality Management System and school accountability, implications for school leadership practice in Ekurhuleni South District schools in the Ekurhuleni Region. Also, the research seeks to explore the tremendous tensions and gaps between the intended and actual policy outcomes, and the credibility of performance appraisal scores awarded during the performance appraisal of school principals. This research focused on how principals’ duties, roles, and responsibilities, have become increasingly fast changing, complex and confusing over the past several years. This research envisaged to investigate the relationship between current roles and responsibilities associated with government education mandates and District level initiatives, needs and priorities. Also, the focus moved within the policy environment in which school leaders must somehow work strategically with policy

prescriptions and accountability within the school. Therefore, it was vital to consider how school principals perceive the IQMS performance appraisal and the immense tensions in relation to accountability. The research embarked on a route of why performance management policies for school leaders should be improved or if designing a policy replacement system would be required. Therefore, this research was conducted with school leadership within Ekurhuleni South District schools in the Ekurhuleni Region, in Alberton, Meyersdal.

Map 1: Ekurhuleni South District in Meyersdal

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Map 2: Alberton, Germiston, Katlehong, and Boksburg

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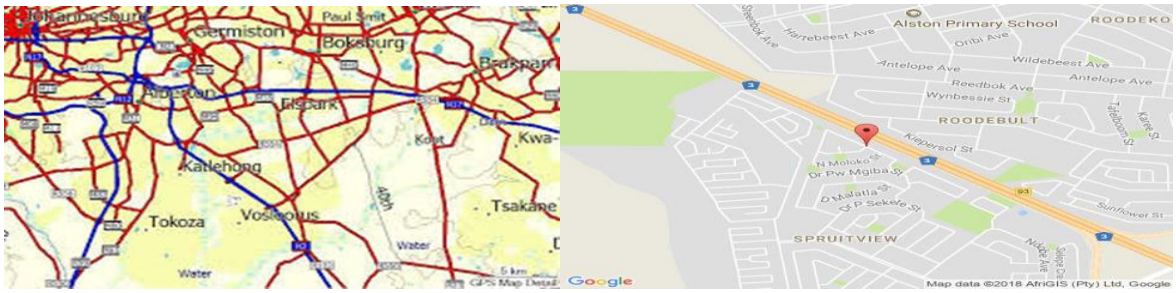


Figure 1: Illustration of the maps of the schools in Ekurhuleni South District in the Ekurhuleni Region

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Ekurhuleni South District was identified as the largest district in the Gauteng Department of Education with a total of 183 public schools. The district comprises of 118 public primary schools, 57 public secondary schools, 3 public combined schools, 5 public, Learners with Special Educational Needs schools whereby IQMS is implemented as regulated in the Collective Agreement of (2003). The summary of schools for Ekurhuleni South District (ES: D18) are as follows:

Table 1: Summary of schools for Ekurhuleni South District (ES: D18)

[1] Reprinted with permission from ES District Director

TOTAL PUBLIC SCHOOLS	183
PUBLIC PRIMARY SCHOOLS	118
PUBLIC SECONDARY SCHOOLS	57
PUBLIC COMBINED	3
PUBLIC LSEN	5
TOTAL PUBLIC ORDINARY SCHOOLS	178
Total No of schools	183

1.2 Background to the Study

Post- apartheid era has seen an overflow of new education policies in an endeavour to undo and redress the past inequalities, Christie (2008). It was acknowledged that post-apartheid South Africa had strengthened education and policy reform. It was further noted that the Legislative policy initiatives introduced by the National Department of Education had transformed the direction of the education system, (Thurlow & Ramnarain, as cited in Middlewood & Cardno, 2001, p. 91). The introduction of the Integrated Quality Management System (2008) was to integrate the Performance Management, Development Appraisal System and the Whole School Evaluation, Collective Agreement 8 (2003, p. 5). Subsequently, the principle of IQMS as underpinned in the Education Labour Relations Council (ELRC) of (2003) was to hold schools accountable. According, to Kyanyago (2004) there had been an increasing interest in efforts to improve the quality of education which has increased nationally and internationally within countries which introduced greater accountability systems that focused vastly on holding schools accountable for public teaching and learning. Despite the efforts to provide quality education and redressing the gaps formed during the country's apartheid era, there was tremendous tension present in the evaluation process, which also remained ever-present in the evaluation of school leaders in schools, (Jaffer & Motilal, 2002). Additionally, Thokane (2010) viewed performance management as a great concern because it was conceived as being inadequate, uncredible and unfair in schools. In South Africa the Integrated Quality Management System is still used to assess principals' performances. Performance management in schools in South Africa are more formalized and mandatory with the introduction of new performance contracts, Khumalo (2011) and Phakathi (2012). Consequently, it was argued that despite having the IQMS policy and framework in place for the past seventeen years since its inception, the evaluation of school leaders within the IQMS territory remained a contentious issue due to the IQMS policy dictating the application of performance standards, Education Labour Relations Council (ELRC) of (2003, p. 4). Despite the implementation of IQMS since 2005, several challenges, policy gaps and tensions had been encountered, despite all measures put in place to strengthen its implementation. This study explored how the IQMS appraisal and school accountability issues addressed the implications for school leadership practice.

1.3 Problem Statement

In South Africa IQMS has brought about a changed role of principals' being the key drivers of accountability. In fact, how school leaders navigate the complexities and tensions of performance appraisal and policy changes will be explored in this study. Wills (2015, p.1) stated that "despite a growing discourse on school leadership, there has been a lack of empirical based evidence on principals to inform, validate and debate the efficacy of proposed policies". Post 1994 resulted in an overflow of new educational policies of which one such policy was the introduction of the Integrated Management System (IQMS) emerged due to the failed, Development Appraisal System, and Whole School Evaluation, aimed at improving the quality of education, Thokane (2010, p. 2). Whilst IQMS had good intentions to improve the schooling system, the implementation thereof faced many challenges. However, the effects of performance standards for effective implementation of IQMS provided challenges to school leaders performance appraisal. Although the performance standards in the IQMS provided an opportunity for school leaders to be evaluated and developed, it had impacted and created gaps between the IQMS policy, Collective Agreement 8 of (2003) and legislations. With limited evidence-based research established around policy implementation in school leadership and accountability this study was conducted. In addition, as is evident with reference to other policy contexts, a disconnect between the formulation of policies and the implementation thereof, had been of popular discussion but there were several shortcomings in the implementation of the IQMS policy for school leadership and therefore this study was undertaken. Furthermore, considering the plethora of issues and tensions inherent related to the IQMS, and taking into consideration the fact that school leadership was ultimately responsible for ensuring the IQMS implementation, this study aimed to contribute to filling the gap in the literature on the conflicting role of the principal in the IQMS process**.** Therefore, in view of the weak existing accountability system in schools there was a need to research whether school leadership view accountability as a compliance mechanism for policy implementation and explore the gaps that exist in the IQMS policy.

1.4 Purpose and Rationale of the study

As an official of the Department of Education at District level I observed during the submission of IQMS scores to the district office that principals who were not teaching scored themselves in the first four performance standards. Additionally, the confusion related to the first four performance standards and whether the principal must teach or not teach impacted greatly on the performance appraisal of school leaders. I also noticed that Resolution 8 of (2003) had placed little focus on the school leaderships performance appraisal because the tension inherent in the IQMS was that principal's first seven performance standards were the same of a post level one teacher in terms of classroom teaching.

Similarly, my discussions with other school leaders demonstrated that inconsistency in the school leaders IQMS appraisal scores because educators were scored higher in the performance standards due to classroom teaching and principals who do not have a classroom were scored lower. In fact, school leaders acknowledged that their IQMS scores were not realistic and in contradiction with the IQMS policy requirement. Also, from the claims made by school leaders it was evident that South African principals had a pivotal function in schools and the challenge of policy implementation was of great concern because it was impacting negatively on driving accountability processes in schools. Consequently, it was argued that despite the IQMS policy and framework that aimed to strengthen performance evaluation in schools, professional development, and support as envisaged in the policy remained unnoticed. At a personal level the researcher had observed that the true purpose of IQMS was not being adhered to by school leadership in providing policy accountability. Furthermore, the researcher's informal conversations with school leaders on the IQMS policy revealed shortcomings in the IQMS processes and procedures at school level. School leaders have become the unexpected victims of an accountability system in which policy accountability has become a difficult aspect to deal with, due to the increasing demands for accountability in school systems. Therefore, it was evident that there were "gaps" in the IQMS territory. This study focused on developing an understanding of the performance appraisal of school leadership in the IQMS process. Thus, it was contended that to improve the IQMS tensions, clear credible standards of performance for school leadership evaluation was required so that school leaders can move forward and

ascend in their duties, roles, and responsibilities. In fact, far too long, school leaders have been suffering from the IQMS pandemic virus and need to rise after stumbling and embrace IQMS with compassion. Therefore, this research explored the identified roadblocks and tensions that school leaders experienced in implementing IQMS.

1.5 Significance of the study

This research seeks to understand how multiple accountability systems and policy mandates influence school leader's work. The role of principals has become more complex with the work load being intensified due to the increased expectations, meeting the specific administration tasks; fulfilment of numerous policies and initiatives; navigating the parameters of various collective agreements for the individual unions represented within schools; promoting ongoing professional learning; acting as instructional leaders; and supporting staff members, (Leithwood, Azah, Harris, Slater & Jantzi, 2014) and (Pollock et al., 2014) and (Pollock & Hauseman 2015). The navigation of school leaders work is determined by the adherence to the formal requirements. This study reveals the interpretations of school leaders in the various accountability systems, and the challenges faced when contending with the increasing complex expectations of policy. This research investigates the formal and informal support and strategies which school leaders use to manage policy overload. This research assisted by providing better insight into the intensity of principals' work by unpacking the challenges which principals face in managing various forms of accountability and policy demands. Therefore, in view of the weak existing accountability system in schools there was a need to research whether school leadership view accountability as a compliance mechanism for policy implementation and to explore the gaps that exist in the IQMS policy. This study was beneficial in the assistance of provincial and district managers in planning the evaluation of the IQMS instrument for school principals' formal evaluation. This research will assist districts in highlighting the reason for introducing IQMS for school principals in raising levels of accountability. Further, considering the regulatory frameworks that principals engage with on daily basis this study would be of value to leadership development programmes in South African schools.

1.6 Aims of the study

The study aimed to develop an understanding of school principals' experiences of IQMS and school accountability within South African schools, and to gain insights into the implications for policy and leadership as well as accountability and development. This study also enhanced the insights of school leadership in strategically navigating through policy implementation tensions and roadblocks through the unchartered territory of IQMS. Therefore, this study aimed to explore how school leaders simultaneously navigate through the complexity of policy processes and the various accountability forms which continually competes for priority in their work.

1.7 Research Question

The study sought to find answers to the following overarching question:

How do school principals understand, experience, and implement the performance management component of the IQMS in the context of their school duties, roles, responsibilities, and other accountabilities?

1.8 Key Research Questions

To answer the above overarching question, the study was underpinned by the following sub-questions:

How do school principals understand the purpose and content of the Development Appraisal System and performance management of the IQMS policy?

What are the tensions existing within the principals' Development Appraisal System and performance management, and their other duties, roles, and responsibilities?

What are the main challenges that principals' experience in the implementation of their Development Appraisal System and performance management in the context of their other accountabilities?

What strategies do principals' use to navigate the implementation of their Development Appraisal System and performance management and what influences their choice of implementation strategies?

What support is or is not in place for principals to meet their performance management standards and what is the role of the Education Department, Districts and Unions in this process?

1.9 Limitations of the study

The limitations of this study will be examined and discussed under chapter 5.

1.10 Delimitations of the study

According to Simon and Goes (2013, p. 3) and Marshall and Rossman (2011, p. 99) indicate that bounding the study often occurs in the process of determining the relevant aspects of the problem, choosing the setting, the geographic location, the participants, and type of evidence that should be collected and the priorities of doing analysis. Further, Simon (2011, p. 2) supports those delimitations are those characteristics that limit the boundaries of the study, they include research questions adopted by the researcher. Also, with this view in consideration, the present study was restricted to the research questions: roles of the unions, districts and schools in implementing IQMS and challenges encountered by these stakeholders in the process. The research is based on in-depth interviews with a small and purposively selected sample of participants representing three groups: five secondary school principals and five primary school principals as well as the unions and the local district officials concerned with the implementation of the IQMS process. However, this study did not cover secondary and primary schools in other districts. The study setting was delimited to the purposively selected five secondary and five primary schools in the Ekurhuleni District, in the Gauteng Province. Further, Marshall and Rossman (2011, p. 252) point out that case study results may be applicable in other cases and context with similar background. The researcher believes that the findings of this study may be transferable to other districts in the Gauteng Province.

1.11 Clarification of key concepts used in the study

The following are key concepts in this study:

Policy is a decision and stated intention, which informs a course of action. The intention is specific, and the goals and objectives are clear. Wiehahn (2016) asserts that “policies reflect and sustain values, norms, and practices in society”. Policies are rules, principles, guidelines or frameworks that are adopted or designed by an organization to achieve long term goals. These are usually set out in a written format that is easily accessible. Policies are formulated to direct and exert influence on all the major decisions to be made within the organization and keep all activities within a set of established boundaries. Policies are directed into sets of procedures that are followed to act upon policies. Policies represent a goal or plan and procedures detail the individual steps set forth to achieve the long-term goal that is an organization's policy. It is important for an organization to provide thoroughly developed policies to its individual members to effectively assist an organization to achieve its goals, Safeopedia, (2017).

Policy implementation is a purposeful and multidirectional change process aiming to put a specific policy into practice and which may affect an education system on several levels, OECD (2017). Implementation is referred to as putting a plan or decision into effect. Implementation means doing what is either written or stated in a plan, Ramolefe (2004, p. 6). According to OECD (2013) policy implementation is defined as “the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions”. Policy implementation equals change in procedures and practices, which typically require development of both individual and organisational capabilities (Ejler, Ostersen, Graff & Dyrby, 2016). Furthermore, (Cloete, Wissink & De Coning, 2006, p.183) regard implementation as the conversion of physical and financial resources into concrete service delivery outputs in the form of facilities and services or concrete outputs aimed at achieving policy objectives. Also, policy implementation involves two approaches, namely, the top-down policy implementation approach that starts from the authoritative policy decision at the top level of government, (Cloete, Wissink & De Coning, 2006, p.183). Whilst the bottom-up approach means that decision-making and process implementation originates from lower levels and proceeds upwards, Clarizen (2021). Further, both approaches demonstrate significant explanatory strengths and weaknesses and

provide useful insights into the implementation process, (Cloete, Wissink & De Coning, 2006, p.183).

Accountability means having to answer for one's actions, and particularly the results of those actions. According to Normore (2004) accountability means "when a person or an organization is accountable for something, there is an expectation they will be held responsible for their actions and decisions". Accountability both as a term and as a concept is usually regarded as associated with responsibility (Møller 2009, O'Day, 2002 & Ranson, 2003). Additionally, accountability can be regarded as the obligation of answering for one's actions, as well as the results or consequences of one's decisions, actions or inactions, Møller (2009). Further, Bovens (2007, p. 450) briefly defines accountability as "the obligation to explain and justify conduct", as well as a relationship between an actor and a forum, in which the actor has an obligation to explain and to justify his or her conduct, whereby the forum can pose questions and pass judgement, and the actor may face consequences.

IQMS assumes that the purposes are to determine competence, assess strengths and area for development, provide support and opportunities for development to assure continued growth, promote accountability and monitor an institution's overall effectiveness, Resolution 8 of (2003). The main objective of the Integrated Quality Management System is to ensure quality public education for all and to constantly improve the quality of learning and teaching, as well as ensuring accountability, Resolution 8 of (2003, p. 23).

Performance Management is a means of getting better results from the organization, its teams, and individuals by understanding and managing performance within an agreed framework of planned goals, objectives, and standards, Resolution 8 of (2003). Accordingly, Cardno (2012, p. 91) defines performance management as "as an integrated and diverse set of organisational activities that are aimed at achieving strategic organisational ends". Further, Cardno (2012, p. 91) characterise an effective performance management system as having three personnel management functions, which are induction, appraisal and professional development.

Performance appraisal is a system that focuses on the process of determining and communicating to an employee, his or her job performance. Subsequently, appraisal is a process of educational administration which is concerned with improving educational effectiveness. According to (Cardno & Piggot, Irvine, 1997, Perillo, 2006) 'performance appraisal' is a set of evaluative activities used by an organisation to enhance employee performance by clarifying expectations, setting improvement objectives, gathering data and providing feedback and support.

Leadership according to OECD (2001) leadership involves a process of influence. Additionally, Northouse (2019) claims that leadership is used as a process whereby an individual influences a group of individuals to achieve a common goal. Also, Yukl (2002) phrases the definition of leadership as "involving a social influence process whereby intentional influence is exerted by one person or group over other people or groups to structure the activities and relationships in a group or organisation". The term leadership is based on articulated goals or outcomes to which the process of influence is expected to lead. Also, leadership involves steering organisations by shaping other people's attitudes, motivations and behaviours, whereby management is more closely associated with maintenance of current operations (Bush & Glover, 2003). Furthermore, leadership has been conceptualized in multitude ways and there are components identified as a central phenomenon to the definition namely, leadership is a process as well as involves influence and common goals, Northouse (2019).

1.12 Outline of the Study

Chapter One provided the background to the study, the purpose, rationale of the study, aims, significance of the research study as well as the research question and the critical research questions.

Chapter Two focused on the relevant literature review and presented theoretical and conceptual frameworks through which the problem of accountability of performance management within the framework of school accountability and its implication for leadership practice was outlined in the study.

Chapter Three examined the research design and methodology of the study. This was a mixed methods study used. The data analysis procedures with a discussion as well as ethical issues relevant to the research was outlined.

Chapter Four presented and discussed the study data which was generated from the questionnaires and the semi-structured interviews. Qualitative presentation and analysis from the interviews were retrieved from school principals, Cluster Leaders and Affiliated Unions whilst quantitative presentation and analysis from the questionnaires was retrieved only from school principals.

Chapter Five is a final chapter of the research study and presented the study summary, the conclusions, recommendations, and implications for further/future research.

1.13 Conclusion

In conclusion this chapter presented the introduction and background to the study, the problem statement, the rationale for the study, the significance of the study, as well as the aims of the research guiding the study and delimitations of the research were included in this chapter. The outline of the study was presented towards the end of the chapter.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

The literature of developed countries and developing countries on school principals' performance management process and the tensions and challenges for school principals' will be reviewed and analysed with the view to gaining insight into what can be applied to the South African context given its apartheid legacy. Because of the review, a conceptual framework will be developed for a more comprehensive approach to the school principals' job responsibilities, professional development for leadership practice and multiple accountabilities at the workplace and the consequences of the accountabilities to meet the diverse needs within their schools.

The study will be guided by Leithwood (2003) and Darling-Hammond and Ascher (1991) dimensions of accountability, to develop information and insights into the IQMS processes and accountability for school principals. Based on the review, a theoretical framework will be developed for a more comprehensive approach to the analysis of the policy and implementation of the performance management policy. This framework will inform the research study and the analysis of our empirical findings around the school principals' DAS and PM of the IQMS in post -1994 South Africa. The nature and impact of various tensions and contestations around the DAS and PM of the IQMS and its implementation processes will be analyzed. Also, focus on understanding the role played by education departments, districts and teacher unions in interpreting DAS and PM as well as the support given to school principals' due to their multiple accountabilities at the workplace. The study will also identify the opportunities, constraints, and conditions of possibilities in the context of the performance management policy and its implementation. Finally, attention will also be paid to the leadership role of the school principals in interpreting and mediating their DAS and PM processes and tensions. Subsequently, this will assist in developing a theoretical framework with which to analyze the various school principals' DAS/PM tensions, challenges and roadblocks which has emerged in a few schools in Ekurhuleni South district in the Gauteng province in the post-1994 South African school system.

The international and national literature study covers seven themes 1) school principal's duties, roles and responsibilities 2) the professional development 3) the multiple accountabilities 4) the IQMS tensions in its content and implementation 5) the Development Appraisal System and Performance Management, 6) support from the district, unions and school principals colleagues and networking forms 7) strategies school principals' use to navigate the implementation of Development Appraisal System and Performance Management.

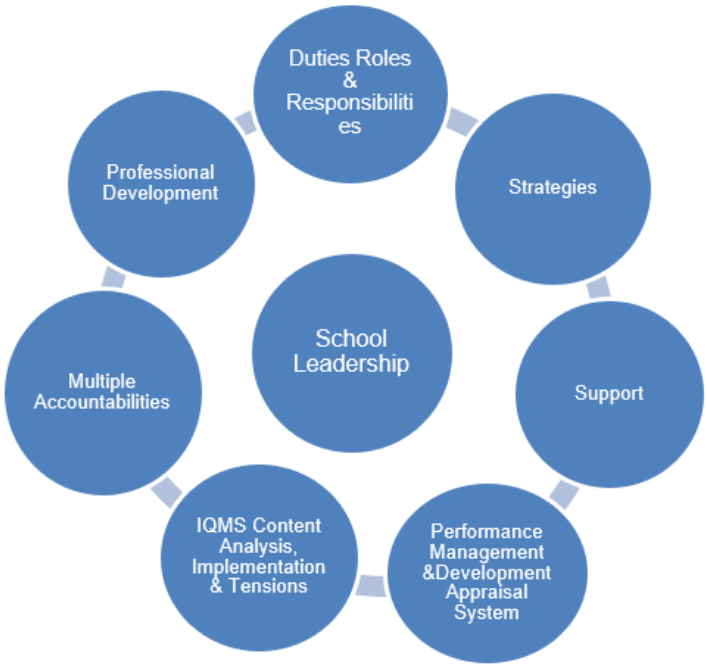


Figure 2: Seven Themes of the Research Question

2.2 Conceptualising school Principal's duties, roles, and responsibilities

School principals job description have become overwhelming due to the mounting demands being placed on their role for improving teaching and learning, (Davis, Hammond, LaPointe & Meyerson, 2005). According to (Davis et al., 2005) "the role of school principals has swelled to include a staggering array of provisional tasks and competencies". Further, principalship entails serving the interests of many school stakeholders, such as students, parents, teachers, district office officials, unions. The (American Association of Colleges for Teacher Education (AACTE) of (2001), Peterson (2002), Elmore (2000) and Levine (2005) explains that "the job demands have changed, so that traditional methods of preparing school administrators are no longer adequate to meet the leadership challenges posed

when working in public schools". Likewise, (Mestry & Grobler, 2004, p. 3) asserts that "school principals face a broad range of work demands and is expected to ensure accountability in the daily operation of the school. The job description requires the school principal to take accountability and responsibility in all activities of the school ranging from teaching and learning to leadership and management as he or she represents the provincial Head of Department at school level. Additionally, Bush (2009, p. 377) argues that" the job of the school principal leads to increased pressures of accountability to district officials as well as to be responsible for ensuring effective operations despite the increasing complexities and educational change. Further, Valentine and Bowman, (1991) and Cheng (2006) contends that school principals are overwhelmed by the duties and are expected to be the key drivers in ensuring effective schools.

International countries like the British Isles define leadership concepts in vast detail whilst in other countries school principal's tasks are very less regulated, (Pont, Nusche & Moorman (2008). Additionally, Cheng (2006) posits that "school principals' duties, roles and responsibilities change according to time, space and circumstances whilst confronting transformation processes". Also, in British countries "school principals' formulate policies for implementing and monitoring student and staff performance in order to achieve the set goals", Ingvarson (2006). However, in France the school principals' tasks are stipulated according to the legislative frameworks whilst in Austria the responsibilities of school principals are regulated by law but in less detail whilst the Flemish Belgium has no statutory description for the post of the school principal, (Pont, et al., 2008). Moreover, in Austria, school principals are responsible for translating policies at the school level in accordance with regulations for correct implementation, (Pont, et al., 2008). Further, (Pollock & Hauseman, 2015, p. 2) defines school principals' duties to be "the practices and actions in which school principals engage to fulfil responsibilities as school principals". Thus, (Pollock & Hauseman, 2015, p. 2) argues that school "principals must navigate between policy expectations and their own sense of accountability within their work context as well as account to stakeholders in education". In addition, Pollock and Hauseman, (2015) claims that "school principals' work is multifaceted and complex due to the accountability-based work that competes and overlaps". Additionally, Spiro (2013) describes the "school

principals' role as being responsible for overseeing the daily operations of the school, providing supervision to staff, handling parental concerns as well as managing student behavior". As the position of authority, school principals are expected to provide instructional leadership as well as conduct performance appraisals. In addition, school principals are expected to be both leaders and managers within their respective school, (Louis, Leithwood, Wahlstron, Anderson & Kowalski, 2010) and Spiro (2013), The Institute for Educational Leadership (2013). Therefore, (Leithwood, Harris & Hopkins, 2008) and (Louis, Leithwood, Wahlstron, & Anderson, (2010) and Leithwood (2012), purports that the role requires school principals to "maintain a balance between the operational aspects of their work, as well as leading and guiding them towards making positive changes in their practice".

According, to the Organisation for Economic Co-operation, and Development (OECD) of (2003) school principal's positions are structured and tasked to bear the responsibility for the operation of the whole school. The roles, duties and responsibilities of school principals are stipulated in the South African Schools Act (SASA) of (1996), the Education Labour Relations Council (ELRC) of (2003), the Employment of Educators Act (EEA) of (1998) as well as the amended Personnel Administrative Measures, (PAM) of (2016). The Education Laws Amendment Act of (2007) was introduced with the main purpose of learning, besides the other myriad priority's school principals are expected to fulfil daily. The Policy on South African Standard for Principalship, (SASP) of (2015) provides a clear role description for school principals. Further, the policy indicates that the school principal has the overall responsibility for being accountable to the employer (Provincial Head of Department), as well as accountable for the daily operations of the school. Also, the policy on the South African Standard for Principalship (SASP) of (2015) fully defines the role of school principals' and key aspects of professionalism and competencies. However, Mestry (2017), Kruger (2003), Kallaway and Hoy & Hoy (2009) as well as Hallinger (2005) argues that school principals' work has changed significantly in South African schools in the past decade, and they are faced with new demands, more complex decisions and additional responsibilities". Additionally, Mestry (2017), Hallinger (2005) and Hoy & Hoy (2009) asserts that school principals experience great difficulty in balancing their diverse administrative duties with their curriculum

leadership functions. Contrastingly, (Cheng & Walker, 2008) and (Cheng & Walker, 2006) and Lee et al., (2012.) argues that “school principals appear to be focused on survival and compliance than focusing on proactive support for teaching and learning”. According to Smit (2017) and Zepeda (2004) school principals focus should be on instructional leadership as their pivotal function. Additionally, Shoho, Barnett and Tooms (2012) posits that “school principals are expected to share and divide their energy, ideas, and time within the school day”. Moreover, Kruger (2003) purports that numerous school principals lack the time and understanding for their instructional leadership functions, whilst Kallaway (2009) argues that “instructional leadership of school principals has been completely disregarded”. Further, Goslin (2009) asserts that many “school principals overlook their main responsibility of instructional leadership due to their daily critical issues of learner discipline and parent complaints”. Additionally, as the position of authority, school principals are expected to conduct performance appraisals of all teaching staff, Amazon Web Services (2006). Furthermore, the National Department Plan (NDP) of (2012) outlines the need to strengthen the policy framework governing school principals as well as the importance of strengthening school leadership as a national priority (NPC) (2012, pp. 309-310). Accordingly, Khumalo (2011) and Phakathi (2012) posits that the introduction of new job performance contracts aimed to hold school principals accountable for school performance.

2.3 Professional Development for School Leadership

According to Senol (2019) professional development for educational leaders is required to fulfil their roles because it impacts highly on shaping school culture, school improvement, student learning, and achievement, as well as it is critical for continued success as leaders. Furthermore, Senol (2019) claims that educational leaders who participate in professional development programs update and extend their knowledge and improve their performance on the job by applying new knowledge and skills to implement the best educational practices in schools. Therefore, Senol (2019) contends that for sustainability, professional development of school principals should be continuous to assist school principals acquire current knowledge, skills, values, and attitude beyond schooling as well as to understand the latest technological developments and changes. Further, Senol (2019) posits that school principals need to have the necessary knowledge, competencies, and

dispositions to function and perform in the context of educational reform. The concept of 'professional development' is an important aspect of performance appraisal within the IQMS territory. Professional development as asserted by Whitford (2013) and (Bolam, 2002, p.103) "is an important feature to the improvement of organizational performance and is a core task of leadership". Professional development from a leadership point of view is an "opportunity to reflect, grow and learn to fulfil their tasks with competency", Oldroyd (2005). Similarly, (Elmore & Burney, 1999) and Ryan (2007) contends that professional development is the "center of educational reforms and instructional improvement". Furthermore, Steyn (2004) posit that all institutions including education requires an ongoing update of knowledge and skills. Also, Lauterborn (2020) contends that growth is mandatory and that it is important that leaders continuously learn and apply it to their work. Additionally, Lauterborn (2020) argues that knowledge ensures leaders to grow and develop towards their aspirational role, seeking advancement and a clear path for acquiring leadership skills needed for their next role. Further, Penfold (2020) explains that education systems worldwide would face disruption due to the impact of the Covid-19 crisis in organizations, Consequently, school principals have a critical role in mitigating the impact of the Covid-19. However, given the new demands of the Covid-19 pandemic, professional development is crucial, as social distancing and safety measures will preclude traditional in-person training for the foreseeable future. As a result, remote professional development programmes will be needed to ensure school principals are supported, both now and in the post-Covid-19 world, Penfold (2020). Furthermore, it is argued that professional development needs to provide school principals with the "know how "they need to be successful instructional leaders because like teachers, school principals take professional development to satisfy government or district guidelines, Penfold (2020). Also, effective leadership in the wake of COVID-19 requires a new leadership skill set designed for a new business day reality for schools. School principals play an important critical role in motivating and coordinating education systems' because their roles have been unexpectedly and dramatically changed by the COVID-19 crisis because the unprecedented nature of this situation means there is no set direction for them to follow, Penfold (2020). Consequently, very few school leaders have thorough training and support for their role, and even fewer have been given clear guidelines on their expectations

through disaster response and recovery, Penfold (2020). Therefore, it is contended that professional development may become barriers if not enabled judiciously and appropriately.

Accordingly, Carruthers (2013), Edmondson (2007), Krepelka (2004) as cited in Hoffman (2014) claims that better professional development opportunities for school principals should be in place. Furthermore, Hoffman (2014) asserts that most ways of enhancing the dimensions of school principals is through formal training and development or ongoing formal professional development opportunities to meet the myriad accountabilities, is rarely happening. Therefore, Ball (2016) confirms that one significant challenge is the lack of adequate training and resources in several areas where school principals are held accountable. Similarly, (Dempster et al., 2011) states that school principals' leadership development is one of the arenas where development must take place frequently. Further, Crawford (2008) and Hallinger (2003) argues that globally there is a growing concern that in-service development of school principals is inadequate. According to (Pont, Nusche & Moorman, 2008, p.16) the role of the school principal has been designed for traditional times and has not changed to understand the complicated challenges facing schools. Additionally, Mathibe, (2007, p. 526) claims that induction programmes are limited and newly appointed school principals face isolation and loneliness in their schools. Likewise, (Mestry & Singh, 2007, p. 483) posits that induction programmes for principals are non-existent and contributes to considerable amount of confusion and tension. Thus, (Mestry & Singh, 2007, p. 478) postulates that it is of great importance to have professional development programmes to overcome difficulties faced by school principals. Therefore, professional development programmes should be in place to help school principals through challenging times, National Association of State Boards of Education (NASBE) (2011, p. 8). Further, Mathibe (2007, p. 523) argues that "South African school principals" are not sufficiently skilled and capacitated for their leadership skills. Therefore, to ensure consistent leadership across educational systems it is important that the Education Department have systems in place to upskill school principals, both novice school principals and experienced school principals, during this difficult period of Covid-19, Penfold (2020).

2.4 School Leaderships multiple accountabilities

Accountability is termed as holding someone responsible for their decisions or for the result of a decision. Likewise, Ball (2016) posits that “expectations are aspects of accountability that combine to create the obligations of the person responsible for performing the appointed tasks”. In addition, Normore (2004) contends that “when a person or an organisation is accountable for something, there is an expectation they will be held responsible for their actions and decisions”. Furthermore, Ball (2016) claims that “school principals are accountable to their stakeholders, and they may be called upon to justify their decisions”. Further, (Stecher & Kirby, 2004, p. 24) describes school accountability as being “the practice of holding educational systems responsible for the quality of their products and students’ knowledge, skills and behaviours. Subsequently, Linn (2003) and Ng (2010) highlights accountability as “being a shared responsibility that leads to improved education”. Likewise, the term accountability involves responsibility, authority, evaluation, and control. Correspondingly, Firestone and Shipps (2005) as well as Pollock and Winton (2015) claim that accountability has increased steadily in schools, thereupon causing numerous conflicting systems of accountability. On the contrary, school principals shoulder the responsibility to ensure that schools are equitable institutions whereby all students have opportunities to thrive and succeed, Firestone and Shipps (2005), Pollock and Winton (2015). Furthermore, Firestone and Shipps (2005) as well as Pollock and Winton (2015) argue that “school principals’ work is grounded in accountability whereby some aspects are mandated through legislation, and other decisions are determined by a moral purpose based on what the principal believes to be in the best interest of the school and community”. Additionally, school principals are responsible to oversee the daily operation of the school which competes for their time, creating challenges. Additionally, Kugler and Flessa (2007) confirms that society has high expectations of school principals. Furthermore, Elmore (2005) emphasises that school principals have the responsibility to account for student learning and achievement in schools.

Consequently, according to Resolution 8 of (2003) school principals are mandated by the stipulated IQMS to be accountable for performance management. Additionally, Christie (2010) posits that performance management system is intended to have a strong impact on how the work of the school principal is defined and evaluated.

Further, Christie (2010, p. 707) argues that “defining and assessing the work of principals in performance management terms will improve the functionality of schools”. According to Amazon Web services (2006) the Integrated Quality Management System signalled a new approach to performance evaluation in the South African education system. School principals are ultimately responsible for their own appraisal as well as their teachers’ performance appraisal. In fact, there are several forms of accountability that consume significant amounts of time during the school principals’ workday, (Pollock et al., 2014). Further, Ball (2016) contends that managing accountability is a tremendous challenge for school principals due to the competing and conflicting accountabilities such as: bureaucratic, professional, performance-based, legal, political, market at the core of their work. Consequently, according to George (2005) school principals can apply four generic questions in managing the daily operations in the workplace and that is to whom am I accountable, and why should I be held accountable, as well as for what am I accountable and how am I held accountable? There are multiple forms of accountability that co-exist in public schools which the principal must deal with. These different forms of accountabilities fall into the categories of bureaucratic, professional, performance-based, legal, political and market accountability. Refer to Figure 3 for the different forms of accountabilities.

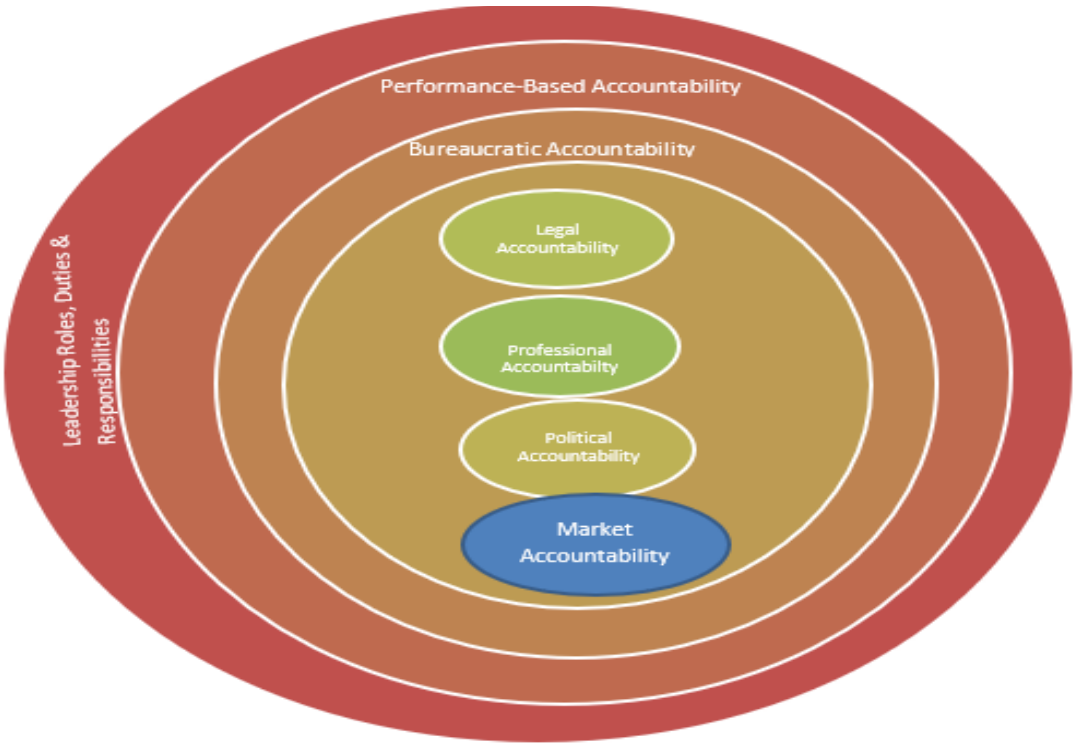


Figure 3. Multiple Accountability Theory

[1] Reprinted with permission from Hoffman (2014).

Figure 3 illustrates the multiple accountabilities that school leaders navigate Hoffman (2014). Accordingly, Leithwood (2003) as well as Darling-Hammond and Ascher (1991) and Wagner (1995) six dimensions of accountability in education will be focused on namely, what level of accountability provided, and who is accountable, as well as to whom are one accountable to, what is to be accounted for, and what are the consequences of accountability?

2.4.1 Bureaucratic Accountability

This form of accountability refers to compliance with laws, regulations, and mandatory reforms. In fact, bureaucratic accountability is explained as line management supervision performed externally by Departmental Subject Advisors or Inspectors or internally by School Management Team (SMT). Moreover, bureaucratic system manages a hierarchical arrangement based on a supervisory relationship between subordinate and superior, accounting to the line of authority by adhering to policy, rules, and procedure, (De Clercq, Shalem & Nkambule, 2014). Similarly, bureaucratic accountability requires principals to implement and supervise mandated government policies and initiatives. Furthermore, this system of accountability is hierarchical due to the rules and regulations that must be followed to ensure compliance, Elmore (2005). Additionally, school principals are accountable to their supervisors for their performance appraisal and their other work duties, who are accountable to the Director of Education, who is accountable to the other stakeholders in education, (Firestone & Shipps, 2005). Likewise, in education the school principal is accountable to the Cluster Leader and the employer Department of Education who must set out a contract of employment, and the duties they are expected to perform. The school principal is accountable to the employer, Department of Education for safely and effectively carrying out the duties and failure to do so results in disciplinary action. Similarly, the employer is accountable for providing support and in ensuring that duties of school principals are carried out safely and effectively, as well as providing agreed protocols to guide service delivery, and ensuring that school principals have adequate support and supervision in their role and offering school principals opportunities to develop in

their role, making issues around delegation clear, Royal College of Nursing (2015). Schools are held accountable to the higher levels of the educational system. Similarly, National and Provincial Department of Education hold schools and Districts accountable. The Cluster Leader who is the official from the Department of Education is the higher authority to whom the school principal reports to. The school principal carries out work on behalf of the Department of Education and the way the principal completes the job impacts on the reputation of the Department of Education. Further, non-compliance of the job by school principals can result in disciplinary procedures. However, in terms of the policy on the South African Standard for Principalship (SASP) of (2015) the school principal is required to comply and implement National policies and Provincial directives and mandates. School principals are accountable for related regulations and legislation covering their functions and areas of responsibility and authority. Professional organizations also hold principals accountable if complaints are received about school principal's performance and they are expected to explain their actions. Likewise, community members also hold school principals to account for utilizing services that do not meet their needs or are not of satisfactory standard. Bureaucratic accountability also means complying with the code of conduct for public servants. Similarly, another aspect of bureaucratic accountability is for school principals to be responsible to bring government-based policies and procedures to fruition. Furthermore, Pinto (2015, P. 143) acknowledges the complexity of policies that accumulate and continue to present schools "with mandatory, prescriptive policy mandates that directs schools". Accordingly, (Sodoma & Else, 2009) argues that accountability and bureaucracy go hand in hand as school principals are held increasingly responsible for student achievement and the overall school performance.

Consequences of Bureaucratic Accountability

One of the threats to professionalism is the criticisms of bureaucracy. According to Fry (2003, pp. 693-727) the essence of bureaucracy is to lead and create a system of control to the use of the least levels of effort, organizational commitment, and output. Further, O' Day (2002, p. 311) found significant challenges in the districts bureaucratic approach to accountability, for example, patterns of interaction within schools were negatively affected when bureaucratic school accountability

mechanisms were used to maintain compliance and hierarchy over system learning. Also, information followed the top-down partnerships and focused on whether people were carrying out prescribed tasks and planning for school improvement. Furthermore, O'Day (2002, p. 311) argues that school principal's behavior is compliance oriented, and the context is with punitive sanctions. As a result, Shonubi (2012) purports that principals may not perceive themselves powerful enough to make changes, because of a centralised bureaucracy. According to O' Day (2004) the Department of Education must provide support to enable school principals to engage in professional development in beneficial ways and not with bureaucratic measures.

2.4.2 Legal Accountability

Legal accountability refers to compliance with relevant laws and regulations. Legal accountability is based on relationships between members of a government agency and lawmakers, Wang (2015). Additionally, Wang (2015) posits that lawmakers can impose legal sanctions or formal contractual arrangements. Legal accountability also moves the definition of liability forward by adding a dimension of jeopardy to the definition of accountability, Cornock (2014). Legal accountability in education refers to the requirement that schools adhere to legislation and laws, Ball (2016). Legal accountability as purported by (Dwivedi et al., 1989) as well as Pollock and Winton (2015) focus on actions in the public domain that organizations are accountable to uphold. Similarly, Shonubi (2012) claims that in most cases in the school context, power resides in the school principal based on legal authority and accountability. According to Organisation for Economic Co-operation, and Development (OECD) of (2013) a legal framework for appraisal for school principals' individual appraisal is informed by a set of professional school leadership standards, development needs and school development plan. However, in South African schools, the school principals' performance is assessed in terms of the Integrated Quality Management System which is agreed to in the Education Labour Relations Council (ELRC) of (2003). Furthermore, Organisation for Economic Co-operation, and Development (OECD) of (2013) explains that approaches to appraisal are most often embedded within the structures of education authorities responsible for the school principals as their employer. Education authorities as stated by the (Organisation for Economic Co-operation, and Development (OECD)

of (2013) play a major role in setting the requirements and in defining school principal's appraisal procedures. According to Darling-Hammond (2004) as well as Pollock and Winton (2015) the principal's main responsibilities are to ensure that their school functions according to established laws and regulations. Legal accountability defines structures and processes in which schools' processes are managed within School Governing Body policies. In terms of section 15 of the South African Schools Act, (SASA) of (1996) a public school is a legal person ("juristic person") with legal capacity to perform its functions under the Act. According to its legal personality, the school is a legal subject and has the capacity to be bearer of rights and obligations. The professional management of a public school is undertaken by the school principal under the authority of the Head of Department in accordance with section 16(3) of the South African Schools Act, (SASA) of (1996). However, the school principal is accountable to the governing body for the implementation of statutory functions delegated to him or her by the governing body in terms of the South African Schools Act, (SASA of (1996). According to Joubert and Prinsloo (2009) the school principal has the authority to act on behalf of the Head of Department and to take independent decisions within the broad guidelines of relevant legislation and departmental policy. Also, school principals' performance evaluation is based on adherence to mandated processes and administrative actions that are weighed in compliance with formal performance systems, including both management and reporting systems as prescribed under the rules and standard procedures. However, in South Africa school principals are appraised on a mandatory yearly cycle according to procedures defined through the government policy framework Resolution 8 of (2003) which is linked to employment related requirements, Organisation for Economic Co-operation, and Development (OECD) of (2013). Subsequently, legal accountability ensures that schools align with the legislated policies and laws as well as adhere to the specific laws and guidelines imposed by the government. Therefore, school principals must fulfil policy-based mandates as part of their legal accountability.

Consequences of Legal Accountability

However, Darling-Hammond (2004) posits that the rights for people and defending the rights of people are being overlooked in legal accountability. The legal framework within which school principals' function and must fulfil their dual roles as

professional managers and ex officio governors is of concern. Additionally, Prinsloo (2016) asserts that one of the problems that school principals face with legal accountability is that if the principal fails to comply with the provisions of the South African Schools Act (SASA) of (1996) disciplinary action can be instituted for the breakdown in the employment relationship. School principals also face tension between their role as employee of the Department of Education and ex officio member of the school governing body. Furthermore, according to Prinsloo (2016) conflicts between the governing body and the school principal of the school brings about uncertainty about who is responsible for what, and who is accountable to whom. According to Ifaisa (2009) one of the complicating factors affecting accountability of school principals is that they have too many different constituencies to answer to daily such as (learners, parents, the Provincial and National Department of Education, School Governing Bodies, donors and unions).

2.4.3 Professional Accountability

According, to Wang (2015) professional accountability is a novel way to instill discipline into government activities. Professional accountability occurs when public officials rely on skilled employees and experts to provide appropriate solutions for technically difficult and complex problems. However, (De Clercq, Shalem & Nkambule, 2014) explains professional accountability as accounting to the specialized knowledge of the profession by making appropriate judgements. In the education profession the requisite knowledge is articulated in professionally determined standards of practice and involves members of those professions assuming responsibility for the definition and enforcement of those standards. In fact, professional accountability at school level encompasses principals assuming responsibility for following the standards of practice in their professional whilst interacting with colleagues and clients. Similarly, Ball (2016) posit that school principals are obligated to be accountable to all people within the school environment and commit to perform in a way that supports the needs of all the staff and learners. Additionally, (Sadovnik, O'Day, Bohrnstedt & Borman 2009) contends that aspects of professionalism are an important component of school improvement. Professional accountability according to Fuhrman and Elmore (2004) rests on principals assuming responsibility for following standards of practice and on their professional interaction with colleagues. Moreover, Cornock (2014) posits

that the school principal is accountable to the Department of Education for ensuring that the school is managed and led in a safe, competent, and professional manner and is accountable for its fulfillment. However, Cohen and Ball (1999) as well as McLaughlin and Talbert (2001) describe professional accountability as threefold. Firstly, it is centered on the process of instruction; that is, on the work of the schoool principal and instructional leadership. Secondly, the focus of professional accountability ensures that school principals acquire and apply the knowledge and skills needed for the effective practice. Knowledge development is front and center. Thirdly, professional accountability involves the norms of professional interchange. These norms include placing the needs of students at center of professional work, collaboration with other professionals to address those needs and ensure the maintenance of standards of practice, as well as committing to the improvement of the practice as part of their professional responsibility.

Consequences of professional accountability

Reliance on professional accountability only, cannot ensure that the needs of all learners in schools will be addressed. Professional accountability means that the professional has a degree of autonomy in the way that they undertake their professional practice. However, the benefits of professional accountability, including autonomy to make decisions are faced by obligations. The school principal is professionally accountable for all students under his or her care, Personnel Administrative Measures (PAM) of (2016). Furthermore, one of the major weaknesses of professional accountability is that it is difficult and costly to establish the elements for developing and maintaining a professional culture.

2.4.4 Market Accountability

Market accountability according to Organisation for Economic Co-operation, and Development (OECD) of (2011) refers to the competitive pressure on schools from parents and students. In addition, schools that are not accountable will lose students and funding and as a result will close its doors to learning and teaching, Organisation for Economic Co-operation, and Development (OECD) of (2011). According to Pollock and Winton (2015) as well as Firestone and Shipps (2005) market accountability is based on the premise that schools will improve through competition. Likewise, Darling-Hammond (2004) purports that competition yields

improved quality and access to different options and preferences. According to (Bruns, Filmer & Patronas, 2011) as well as Chavkin and Williams (1987) as cited in Parker and Leithwood, (2000), Hill (1996), Leithwood and Earl (2000), Spencer (2006) schools compete for students and their fiscal support. Further, Garn (2001) posit that parents want the best schools that are high performing. Therefore, Falabella (2014) argues that "school principals are placed within a competition-based schema, where they continuously must compete, marketize and perform successfully". Furthermore, Karadag (2016) contends that school principals publicly announce school performance, thus, allowing students and parents to choose the best schools**.**

Consequences of market accountability

According to Hauseman (2000) competition has unpredictable effects on the prosperity of school principals who engage in instructional leadership, whilst some principals find little time to engage in instructional leadership while others increase their attention to instructional leadership. Furthermore, Apple (2001) argues that school principals need to spend significant time working on enhancing the image of the school. Schools are placed with notion of selling the school in the market based on its school results Smyth (2001).

2.4.5 Performance-Based Accountability

According to (De Clercq, Shalem & Nkambule, 2014) performance-based accountability is accounting for results to the superior who is the line of authority. The focus of performance-based accountability is on results and continuous improvement. Accordingly, Hannaway and Hamilton (2008) asserts that performance-based accountability systems in education seek to improve teaching practices amongst teachers and principals. According to Cohen (2011) the school principal is the highest-ranking administrator in a school who is responsible for all school operations and staff. Performance-based accountability is holding teachers and school principals accountable for the learning outcomes Adere Awuor (2013). Likewise, Hannaway and Hamilton (2008) purports that the schools and districts are held accountable for learner performance. Further, Cohen (2011) contends that the school principal is hired by Head of Department (superintendent of schools) and

evaluated and supervised by the Cluster Leader of the district. The school principal has the overall responsibility for leading and managing the school and is accountable to the employer (Provincial Head of Department) and through the School Governing Body to the school community and to the parents, South African Standard for Principalship, (SASP) of (2015). The school is accountable to several stakeholders, including government education departments (Local, Regional, and National), parents, students, and the community at large, Organisation for Economic Co-operation and Development (OECD) of (2013). Therefore, Anderson (2005) and Thomas (2007) argues that governments are justified in demanding for performance-based accountability. According to the South African Standard for Principalship, (SASP) of (2015) the school principal is accountable to bring about sustainable school improvement and profound change in the culture and practice of the school. Additionally, Smit (2017) asserts that school principals as leaders and managers play a pivotal role to the success of their schools in providing quality teaching and learning. Likewise, Smit (2017) argues that" poor leadership leads to a school being poorly managed and teaching and learning is likely to suffer". The Education Laws Amendment Act (2007) purports that the law places accountability for learning squarely with the school principal making it mandatory for principals to report annually on the state of learner performance in their schools, as well as to formulate a plan for improving learning and to report progress against the school plan. Likewise, Smit (2017) explains that the one way to account for one's actions is being held accountable through a performance management system. School principals are required to engage in an annual performance review and appraisal process, Organisation for Economic Co-operation, and Development (OECD) of (2013). According, Organisation for Economic Co-operation and Development (OECD) of (2013) individual performance appraisal system for principals has been complemented with policy, Resolution 8 of (2003) to strengthen leadership capacity. The policy framework for principals includes systems and procedures for the appraisal of school principals, Organisation for Economic Co-operation, and Development (OECD) of (2013). Additionally, Christie (2011) states that the setting of "professional standards for principal's forms part of the broader drive for accountability". Moreover, Moller (2009) contends that the "professional standards are codified descriptions of work and operate as a regulative framework of accountability". Therefore, the performance assessment instrument for school

principals reflects the responsibilities of principals as required by law and other policies.

Consequences of Performance-Based Accountability

Performance-based accountability produces better student outcomes through improved teaching and leadership practices, Amo (2015). Results from national examinations at school level are used by education authorities to sanction or reward schools. School principals feel pressured to show immediate results because their schools are required to show evidence that they are doing effective work, Apple (2001). According to Organisation for Economic Co-operation and Development (OECD) of (2013) appraisal is designed to hold school principals accountable for their performance and to inform decisions about their career advancement, rewards, and consequences for underperformance. Therefore, Organisation for Economic Co-operation, and Development (OECD) of (2013) explains that to ensure appraisal is fair, valid, reliable, and feasible and that it is geared towards improving learner outcomes requires clear and realistic performance expectations. Further, (Ingvarson et al., 2006) argues that professional standards may help to set reasonable boundaries for school principal's work and realistic expectations. However, Smit (2017) claims that the central focus of the school principal is teaching and learning and consequently, this overall responsibility is omitted from the performance standards. School principals are often expected to fulfil a wide range of tasks and responsibilities which as a result bears a risk of placing too high expectations on school principals, (Pont et al., 2008) and Coffield (2012). Further, Smit (2017) posit that school principals are required to enter performance contracts with clear performance targets. Furthermore, Smit (2017) explains that the "core responsibilities and duties on paper, in training manuals and law books with regards to teaching and learning in the classroom sends confusing messages to school principals". As a result, Smit (2017) stated that the union (Naptosa) believes "the school principal is the face of the school and the leader and manager and not a class teacher". The union (Naptosa) is of the opinion that the head of the school can only be held accountable for the performance of the school if it is measured against a fair, valid, and reliable instrument, Smit (2017). Appraisal according to Organisation for Economic Co-

operation, and Development (OECD) of (2013) is unlikely to produce effective results if it is not linked to professional development, considering that the appraisal of school leaders involves the risk of increasing school principal's workload. Therefore, it is essential to develop and implement appraisal procedures for school leaders so that they can perceive appraisal procedures as meaningful and useful for improving their practices.

2.4.6 Political Accountability

The concept of political accountability as defined by (Gonzalez & Firestone, 2005, p. 385) begins with the "ballot box". Likewise, public schools through government is viewed within the political sphere. Similarly, Firestone and Shipps (2005) posits that political accountability includes elections and pointed out that unions and local coalitions play an important role in political accountability. Furthermore, the Public Agenda Survey (PAS) of (2001) found that political accountability has driven school leaders out of the profession. According to Reagan (2015) principalship can be very political and indicates that principals must "have a thick skin" and not take things personally. Thus, political accountability in schools is claimed as its purest form between an elected official such as the school governing body members, who represent the parents and act in the best interest of the school. Political accountability for school principals makes them accountable or liable directly to legislators, Department of Education, School Governing Body, and community for varied education related issues, (Pollock & Winton, 2015, pp. 6-7). Moreover, it is argued that the dynamics of politics is inherent in educational school leadership. However, Gonzalez and Firestone (2005), Darling-Hammond (1989), Adams and Kirst (1999) claimed that "although school principals were not viewed as political appointees, they were subject to political accountability, without a requirement for elections". Further, (Landers & Myers (1977) and Asodike (2013) asserts that communities host to the school providing nearly half the population of the students to the school and is therefore critical stakeholders to school leadership over several issues. Moreover, Hoy and Miskel (2008) contends that the School Governing Body holds school principals accountable for issues linked to the school's goal achievement. The School Governing Body has a role to play in maintaining their presence in the school with the responsibility for policy through the various

operations and platforms for the implementation of educational policies. Critical stakeholders (unions, parents) are responsible to regularly engage with school leadership over several issues. The unions' interest remains the welfare of their membership. Also, the school principal is accountable to the teaching staff and the learners of the school. In fact, Landers and Myers (1977) and Asodike (2013) asserts that communities hosted by the school provides the school with nearly half of the population of the students and are bound to regularly engage school leadership over a number of issues, such as students' performance and achievement, examinations, school fees, admission requirements and school examination policy. According to Donaldson (2002) as well as Hallinger and Leithwood (1994) "school principals are viewed as the public face of their school and are held responsible for many things by several constituencies with greater consequences".

Consequences of Political Accountability

Moreover, tension and conflict are inherent in educational school leadership due to the dynamics of politics. Similarly, Lindle and Mawhiney (2003) contends that school principals often find themselves "balancing, directly controlling, manipulating, managing and surviving their anxious environment. In fact, Landers and Myers (1977) and Asodike (2013) asserts that communities hosted by the school provides the school with nearly half of the population of the students and therefore they are critical stakeholders and are bound to regularly engage school principals over several issues. Tension from staff could lead to contradictions and conflicts with educational leadership of the school. According to (Leithwood, Seashore Louis, Anderson & Wahlstrom, 2004) and Asodike and Ejigu (2013) argue that "by school leadership not navigating the issues with teachers by directly negotiating, bargaining and reaching compromises, runs the risk of uncooperative attitudes, conflicts and confrontations with teaching staff". As a result, the situation affects school principals adversely and affects curriculum and sundry responsibilities, Hoy and Miskel (2008). Also, Epstein and Sanders (2002) assert that "conflicts and tensions within stakeholders maybe the outcome due to being unfamiliar with each other's goals, beliefs, and efforts which results in in stakeholders shifting the blame and playing the blame game when education and learner performance fails". Political tension between school leadership and the School Governing Body has a

role to play in maintaining their presence in the school with the responsibility for policy through the various operations and platforms for the implementation of educational policies. Moreover, Hoy and Miskel (2008) contends that the School Governing Body holds school principals accountable for those issues linked to the school goal achievement. Subsequently, how school principal deploys its formal and official power, authority, and influence to meet the targets of the School Governing Body and challenges of coordinative and compliance will indicate the accomplishments. Tension arising between students and school principals are related to the lack of contribution or inputs by students. According to Hoy and Miskel (2008) negotiation, political games, and strategies to win the hearts and minds of students is on the school principals' shoulders. The unions' interest remains the welfare of their membership and resolving the conflicts.



Figure 4. Paradigms of school leadership's multiple accountabilities.[1]

[1] Adapted with permission from Darling-Hammond (1989), Adams and Kirst (1999) and Firestone and Shipps (2005).

2.5 THEORETICAL FRAMEWORK

2.5.1 Policy and Policy implementation

The last few years have witnessed a pivotal shift in education policy. Additionally, Wiehahn (2016) contends that public schools cannot operate and develop in isolation, since schools are controlled by a multi-policy process. Further, Wiehahn

(2016) asserts that “policies reflect and sustain values, norms, and practices in society”. Also, policies challenge the traditions and practices of organizations and can generate conflict. However, educational policy is defined as an expectation written by people in positions of authority for the purpose of guiding the actions of those who work within the realm of education, (Bascia, Cumming, Datnow, Leithwood & Livingstone, 2005). Further, Ball (2016) posits that “daily school principals must meet the expectations of mandated government policies”. In fact, Prinsloo (2003, p. 42) and (Kruger & Van Schalkwyk, 1997, p. 34) explains that “policy serves as a guideline for decision making and implies that management must allow for some discretion by those who implement the policy, or it can be formulated as a set of rules”. The primary work of school principals is to manage the school in accordance with national policy, Le Roux (2012). However, the South African Schools Act (SASA) of (1996, section 16) argues that policymakers have located school principals as being accountable in the overwhelming, turbulent policy environment. Similarly, Sparks (2011) contends that legislative and policy environment continues to move vastly in the direction of widespread performance accountability. Likewise, (Spilane, White & Stephan, 2009, pp. 128-151) posits that “policymakers at executive departmental level of education holds school principals accountable for student and school performance. Further, Weber (2005), Department of Education (DoE) of (2008), (Biputh, De Clercq & Christie, 2008) confirms that the IQMS is a major policy initiative by the national department and unions to improve the quality of education. The imposed policies by the Department of Education are formal aspects of school principals’ work which are mandatory, and compliance is expected. School principals are accountable to implement and fulfil the intended outcomes of each policy with flexibility, (Pollock, Wang & Hauseman, 2014). Thus, school principals’ work indicates that school leadership is entangled in implementing government policy in schools, despite their personal beliefs, which creates a unique challenge, Ball (2016). According to De Clercq (2010) policy leadership is defined, “as the enabling agency which can improve government policy implementation so that the school can make the best out of the policy”. Additionally, Retallick and Flink (2002) contends that school principals’ hold the key to the successful implementation of the complex and dynamic process of policy. Further, De Clercq (2010) argues that the role of the school and district leadership to the IQMS implementation is important to understand the appraisal

policy and to see how it can contribute or undermine the vision of the school. In fact, Keshav (2012) asserts that school principals must work out a way to exploit the opportunities created by policy tensions to bring about an improvement in development and performance. Furthermore, Naidoo (2006) confirms that the integrative model of leadership blends well with the consultative and transparent nature of IQMS. Additionally, Naidoo (2006) model consists of many phases borrowed from Bush (2003), namely, ambiguity, political, collegial, and formal. Refer to Figure 5 for the Integrative model of leadership.

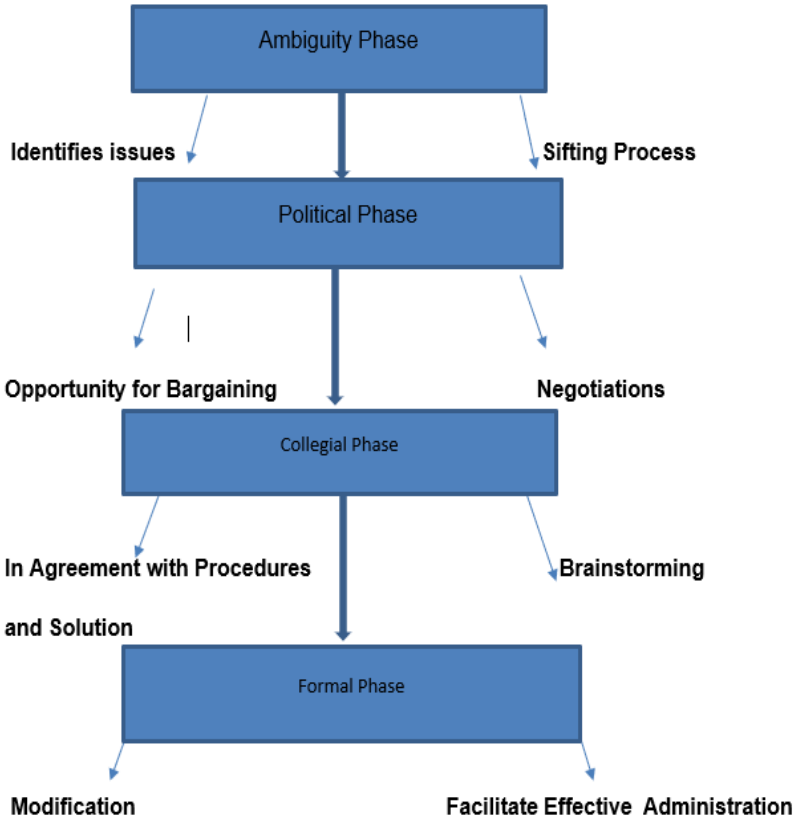


Figure 5. Integrative Model of Leadership [1]

[1] Adapted with permission from Naidoo (2006) and Bush (2003).

Further, Naidoo (2006) claims that leadership puts greater emphasis on sequential stages which, when observed, contributes to the implementation of policy such as the IQMS". Additionally, Naidoo (2006) contends that the conception of policy leadership is problematic as it is burdensome, time-consuming process that is not realistic for school principals given the already huge workload they face with several innovations. The roles and responsibilities of leadership can be used as analytical

tools to understand what leaders practically on the ground do in relation to performance management appraisal and implementation of policies. According to Flessa (2012) schools principals should ensure that imposed policies are implemented to create a school culture conducive to productive teaching as learning well as the needs of their school. In fact, school principals must meet the daily expectations of mandated government policies. Some of the most prevalent provincial policies that influences the principals work consists of regulations namely, South African Schools Act (SASA) of (1996), Personnel Administrative Measures (PAM) of (2016), Employment Educators Act (EEA) Act 76 of (1998), Collective Agreement No.1 of (2008) and the Education Laws Amendment Act of (2007), Norms and Standards for Educators, South African Standard for Principalship (SASP) of (2015). Further, Ramnarian (2008) claims that policies are termed regulatory or procedural and every school is bound to follow. Furthermore, Keshav (2012) argues that “the school principal is responsible for the implementation of policies and that ownership and mediation of these policies must be met for successful implementation”. These mandated policies provide consistent guidelines for school principals, (Pollock et al., 2014). They are also incredibly time-consuming and constitute some of the multiple forms of accountability that principals must navigate, Ball (2016). Policies as per Chapter Five of the National Education Policy Act of (1996) sets out the explanation that policies serve several purposes and take different forms and actions through laws and regulations. Consequently, De Clercq (2010) argues that there are different policy approaches that have different explanations for policy intentions and implementation that has several gaps. Further, Barrett (2004, p. 20) criticizes the different meanings and rationales which policy unfolds and its implementation process. Accordingly, Keshav (2012) argues that policy provides guidelines and not a detailed programme of action with specific implementation steps. Therefore, Keshav (2012) posits that the gap between policy intentions and practices is inevitable because the way various policy implementers interpret and adapt the policy in their context is of concern. Further, Keshav (2012) claims that policy interpretations and mediations are the subjected to political conflicts and bargaining due to power relations that exist between policy implementers and enactors interested in furthering their own conflicting interests. According to Naidoo (2006) successful policy implementation is due to the commitment of school principals. Therefore, it is confirmed by the Task Team

Report on Education Development (1996) as cited in Mathonsi, (2006) that management has a responsibility to manage policy implementation and change so that everyone in the organization buys into its success. Conversely, Christie (2010) posits that" in South Africa, new policies are underpinned by a confusion of regulations on governance, labour relations which presents complexity to the task of running schools.

2.6 Development Appraisal System and Performance Management

Accordingly, William (2002) and Lockett 1999 purports that performance management focuses on managing an organization's performance, as well as managing employee performance, and integrating the management of the organization with employee performance. Performance management is a means of getting better results from the organization, its teams, and individuals by understanding and managing performance within an agreed framework of planned goals, objectives, and standards, Collective Agreement 8 of (2003). However, Bhikisha (2011) explains "performance management as a term pertaining to appraisal, managing performance, measuring performance and performance review". In fact, West-Burnham (2001, p. 20) purports "performance as being elusive, complex and problematic". However, in South Africa school appraisal during the apartheid era was conducted by the "inspectorate system". The inspectorate system had no transparency in the sense that educators had no say about the way inspections were carried out and the criteria used for evaluating their performance, Le Roux (2002, p.131. However, Thurlow and Ramnarain (2001) argues that one of the major problems in Development Appraisal System was the total lack of accountability. It was from the Development Appraisal System and Performance Management system that IQMS emerged in 2003, Class Act, (2007, p. 25) following an agreement between the National Department of Education and the affiliated unions which was concluded in the Educator Labour Relations Council (ELRC) and subsequently signed as Educator Labour Relations Council (ELRC) Collective Agreement No. 8 of (2003). The Collective Agreement No. 8 of (2003) specifies that Whole School Evaluation, Developmental Appraisal System, Resolution 4 of (1998) and Performance Measurement Resolution 1 of (2003) run concurrently under the auspices of the IQMS programme, Baloyi (2004, p. 181). An agreement was reached by the Education Labour Relations Council (ELRC), IQMS

Resolution 8 of (2003) to integrate the existing programmes on quality management in education. Additionally, the main objective of Integrated Quality Management System (IQMS) is to ensure quality public education for all and to constantly improve the quality of learning and teaching, and to be accountable to the wider community Collective Agreement 8 of (2003, p. 23). The IQMS in South Africa is concerned with the management of performance at all levels including organizational and individual levels. The IQMS implies that professional development should be placed high on the school's agenda, (Mestry, Hendricks & Bisschoff, 2009). Additionally, Khumalo (2008) argues that the school principal has a vital overarching role in ensuring that the IQMS is implemented uniformly and effectively at the school. Accordingly, Bhikisha (2011) purports that school principals are responsible for managing and driving IQMS in their schools. School principals' performance management is assessed in terms of the Integrated Quality Management System (IQMS) as agreed to in Educator Labour Relations Council (ELRC) of 2003). The school principal is embedded in his/her position in the hierarchical structure of the school, Mosage and Pilane (2014). Further, the principal must lead by example and follow the performance management processes like every teacher and must not eliminate themselves from actual teaching inside the classroom. According to Mgijima (2000) school principals are assessed in terms of their competences as leaders. According to Personnel Administration Measurement (PAM) of (2016) the school principal is required to participate in the agreed appraisal process which reviews their professional practice and improves teaching and learning as well as management aspects. Thus, it is obligatory for school principals to carry out evaluation processes since it is the policy of the employer. However, it is mandatory for every principal to measure his or her performance against a set of performance standards, Khumalo (2008).

The tension of school principals' performance evaluation is related to the many responsibilities experienced by school principals and how their performance is evaluated, Catano and Stronge (2007). Also, the meaning of the performance standards reflected in the evaluation instrument for school principals lacks fairness, reliability, and validity. The challenge of the performance evaluation instrument is that it falls short on the criteria of employing multiple measures, Elliott and Clifford (2014). Likewise, Kluger and DeNisi (1998), (Thomas, Hollaway and Ward, 2000)

contends that school principals' evaluation should be practical and focus on areas of leadership that impact on the quality of education in schools. Also, Canole and Young (2013) states that school principals are measured against criteria that emerge from formal leadership standards using a variety of tools which aren't current with the realities faced by today's school principals. However, despite the IQMS performance management policy being in place providing insight into the expectations for leadership practice, there is a need for a new set of leadership standards to be developed in line with the ongoing changes taking place in the education context. School principals' involvement in the first 4 performance standards is a challenge to school principals' due to the increased workload level that school leaders cannot engage in class teaching Collective Agreement 8 of (2003). School leadership as explained by Organisation for Economic Co-operation, and Development (OECD) of (2013) is a complex task that requires spontaneity and prioritization of tasks according to circumstances and adaptation to school level factors and characteristics in which school principals adapt their practices to the context they work as part of their appraisal. Furthermore, the frequency with which appraisal meetings takes place between the Cluster Leader and the principal implies different messages about the focus of appraisal. An appraisal process that takes place once between the school principal and the Cluster Leader does not emphasize much on whether the result has been achieved or a skill has been demonstrated. Likewise, (Leon et al., 2011) contend that regular and ongoing interaction between the Cluster Leader and the school principal are key features of effective appraisal. Similarly, Pashiardis and Brauckman (2008) highlights that a high frequency of meetings and school visits may increase the effectiveness of a school principals's performance appraisal and produce valid information to the Cluster Leader, as well as helps gain a better picture of a school principals' performance. Thus, it should be policy priority to strengthen processes for school principals' appraisal given the key role school leaders play in the teaching and learning framework, Organisation for Economic Co-operation, and Development (OECD) of (2013). Therefore, school principals' appraisal processes should consider performance standards, accountability, and development in the evaluation process, Organisation for Economic Co-operation, and Development (OECD) of (2013). Aspects of school principal's appraisal and what it seeks to evaluate, and for which purposes, needs to be unpacked in terms of workload for school

principals in policy framework, Organisation for Economic Co-operation, and Development (OECD) of (2013). Furthermore, the IQMS appraisal system for school leadership have tensions when combining development appraisal and performance management based on the appraisal instrument which sends contradictory or confusing messages to schools and principals, Keshav (2012).

2.7 Tensions in the implementation of the IQMS

According to Class Act (2005), De Clercq (2008), Biputh and McKenna (2010) the IQMS content has identified several problematic aspects in its implementation and content aspect. Also, Class Act (2007) contends that the IQMS document Resolution 8 of (2003) is a complex, unclear document, with its language being ambiguous and unclear. Furthermore, the evaluation schedule is seen as a long checklist which is not easy to interpret and follow. Additionally, problems with the IQMS content are that it combines development appraisal and performance management appraisal with the same evaluation tool. Similarly, Hargreaves and Hopkins (1994) and Jones (1993) as well as Biputh and McKenna (2010) argues that there is confusion when appraisal for development and appraisal for performance management co-exist in the same process. Furthermore, Biputh and McKenna (2010) argues that the Department of Education has placed greater emphasis on accountability than on development and as a result school principals' view IQMS as bureaucratic, and as an exercise for paper compliance. Government policies are viewed and interpreted by principals as a compliance procedure and view the Department of Education as having a lack of commitment to professional development interventions. Also, the actual IQMS process is viewed as unfair, and the inspection and accountability exercises are viewed as bureaucratic, Keshav (2012). Moreover, another content problem is the IQMS evaluation schedule which is viewed as rational and person-proof exercise. Likewise, Weber (2005) criticizes the Department of Education for presenting the IQMS as an objective tool designed to improve the quality of education. As a result, performance standards are socially and politically contested are found in the evaluation process holding principals accountable for learner's achievement. In addition, the timeline of instruments raises questions about the validity for assessing school principals' performance because it is plausible and that older measures do not capture essential features of the school principals' current position which raises concerns.

In fact, Mathula (2004) and De Clercq (2010) contends that there are problems with regards to resources, capacity, and expertise. Additionally, Keshav (2012) claims that challenges experienced include a lack of human resources and insufficient material to carry out school evaluation as well as school principals receive less provision of support. Significantly, it is of utmost importance for National and Provincial departments to put plans, systems and structures in place which will build the capacity in ensuring continuous professional development to school principals, Keshav (2012). However, to address the issue of professional development, strong collaborate partnership with unions, universities and service providers needs to be established. The policy on the South African Standard for Principalship (SASP) of (2015) aims at enhancing the professional image and competencies of school principals. Furthermore, the implementation of IQMS depends on the roles played by individuals in the implementation at district and school level and how they interpret and adapt it, Kingsley (1993) and Cele (2008). The implementation of the appraisal aspect of IQMS is informed by Schedule1 of (The Employment of Educators Act (EEA) 76 of (1998) and regulates those school principals are responsible to drive IQMS in schools, Nkambule (2010, p. 1). Similarly, South African Standard for Principalship (SASP) of (2015) explains that the principal should implement effective performance management systems and processes in relation to the work of individuals and the school. Additionally, the South African Standard for Principalship (SASP) of (2015) outlines that the school principal needs to have knowledge of mechanisms for the collection and use of performance data and other evidence to monitor, evaluate, and improve school performance across all aspects of its operation. School principals' have limited knowledge about IQMS due to limited training that is of poor quality, as well as lack of insight by facilitators of IQMS has led to lack of capacity in implementing IQMS. Therefore, not all stakeholders can claim a full understanding of correctly administering the IQMS process. The lack of human capacity results in lack of confidence and commitment in undertaking the appraisal process. Consequently, Bhikisha (2011) argues that time constraint is another challenge because most school principals do not have sufficient time to administer IQMS effectively". Furthermore, Bhikisha (2011) claims that "school principals are faced with many administration and management responsibilities in the schools and consequently, they do not give much attention to the implementation of IQMS". Therefore, school principals end-up worrying about

meeting the due dates for the submission of IQMS scores to the district rather than the quality of the process of IQMS. This also questions the authenticity of the scores which were made by Development Support Group and endorsed by the Staff Development Team, Bhikisha (2011). Moreover, (Halverson, Kelley & Kimball, 2004, p. 34) posit that "the evaluation system is time-consuming and absorbs much of the school principals' time". Further, Ramnarian (2008) argues that IQMS has key concerns and one such concern is the growing compliance of school principals to promote policy reform, Ramnarian (2008).

2.8 School Leadership

According to Elmore (2008) "leaders lead by exemplifying the values and behavior they want others to adopt". School principals play a vital role in setting direction for successful schools, (Davis, Darling-Hammond, LaPointe & Meyerson, 2005). Further, Bush and Glover (2003), Leithwood (2004), Alvesson and Spicer (2012) contend that principals are important for the functioning of schools. However, Marimandi (2015) argues that leadership entails using different forms of leadership to create a shared sense of purpose, a climate of expectations, and a culture of improvement within a school. According to the South African Department of Basic Education's Action Plan of (2019) school principals must ensure teaching takes place in schools as expected and in accordance with the national curriculum, Republic of South Africa (RSA) of (2015). However, the principals' task is to ensure a conducive environment for teaching and learning in the school, Hompashe (2018). The National Development Plan also envisaged the role of the principal as an element of instructional leadership, Hompashe (2018). Similarly, McEwan (2003) posits that instructional leadership is a form of leadership practice that is directly related to the process of instruction. Additionally, (Bush et al., 2010) asserts that the core purpose of the school principals' leadership is to provide leadership and management in all areas of the school which enables high quality teaching and learning. Likewise, according to Hallinger (2005) school principals' as instructional leaders should be accountable to improve their schools and should focus on coordinating, developing the curriculum as well as creating a favourable teaching environment, (Ruebling, Stow, Kayona & Clarke, 2004). Therefore, Christie (2010) claims that "principalship position has no single entrenched picture of what it entails". In addition, school principals are expected to evaluate educators'

performance in classroom teaching and be evaluated in their own performance that is important for the leadership practice, Elliot and Clifford (2014). Performance assessments hold significant value in providing school principals with much-needed information that can be used to improve leadership practices and can assess principals on the degree to which they exhibit important practices in their daily work Reeves (2005), Waters & Grubb, (2004). However, according to Christie (2010) performance management systems is intended to have a strong impact on how the work of the school principal is defined and evaluated. Additionally, Christie (2010) emphasizes that by defining and assessing the work of school principals in performance management terms brings about system-wide improvement in the functionality of schools. Leadership roles in schools raise several issues and tensions between the different functions of their roles, Buster and Harris (2010). According to Bush and Heystek (2006) school principals are not trained after appointment, leaving new principals unprepared for their responsibilities. However, (Pont et al., 2008) asserts that in many contexts, job descriptions of school principals are still not clearly compiled, and the focus is still on the traditional tasks of school principals as managers and administrators. Increased workload from the added performance evaluation implementation to the principals existing work creates tension for school principals, Flores and Derrington (2017). In fact, school principal's appraisal systems have echoed concerns about appraisal procedures in terms of its usefulness, accuracy, fairness and the focus on leadership practices linked to better teaching and learning, (Portin et al., 2006), (Goldring et al., 2008), (Davis et al., 2011), (Parylo et al., 2012). Likewise, Catano and Stronge (2007) explains that there should be congruency between school principals' evaluation and performance standards. As a result, school principals tend to lack preparation for their responsibilities in the arena of teaching and learning due to time constraints as well as administrative duties and compliance with legislation, leaves school principals with lesser time for tasks to be accomplished, (Santiago et al., 2012).

2.9 Support school Leaders use to manage accountability expectations

The term support as defined by Ball (2016) refers to help given to school principals to meet the challenges of managing their work and multiple accountabilities. Furthermore, Ball (2016) claims that there are several responsibilities for school principals to manage in isolation and support allows them to fulfil the various

features of accountability with greater success. In fact, Ball (2016) posit that school principal's benefit from engaging in positive relationships with other people, by sharing firsthand experiences, strategies, relevant resources, emotional support, and a sympathetic ear, with colleagues within the school. Also, school principals' benefit from engaging with various departments within the Department of Education for information as well as outside agencies are a great value to meet accountabilities by providing information and support as required. Similarly, school principals are stretched for time and seek necessary support to improve student performance, Emstad (2011). However, school principals require support and insight from other school principal colleagues to manage day-to-day pressures and to balance the numerous expectations. According to Werner (2011, p. 189) networking allows for relationships to develop between educational institutions because of interpersonal and intergroup associations. Conversely, Neale and Cone (2013) and (Nicholsun, Harris-John & Schimuel, (2005) contends that formal networks of school principals have received little attention. Subsequently, appraisal constitutes an important channel for providing arrangements of wider support structures for school principals. The integrated quality management system aims at identifying specific needs of principal's, schools, and district offices; as well as providing support for continued growth, promoting accountability, monitoring of institution's overall effectiveness; and evaluating principals' performance Resolution 8 of (2003). Also, Jensen and Reich (2011) confirm that effective peer observation builds and promotes trust and mutual support among colleagues. Also, the Development Support Group of school principal's provides mentoring and support to principals and helps in the development of the school principal's Personal Growth Plan which identifies ways in which the principal requires help and the provision of supportive systems. Further, Hawkins (2005) and Barrett (2007) claim that the importance of district support in schools for school principals is of utmost importance. School leaders are faced with varied responsibilities to manage in isolation and therefore support enables them to fulfil the vast aspects of accountability with considerable success. Also, relationships with fellow principals, offer firsthand experience to school leadership to manage challenging circumstances. Consequently, networking opportunities assist school principals to overcome complex situations. Therefore, principal networking can positively impact

school principals in finding balance between the different accountabilities as well as to meet present challenges and certain mandatory requirements they must fulfil.

2.10 Strategies school Leaders use to navigate the implementation of IQMS

School principals are expected to develop strategies that enable them to meet the diverse needs within their schools, Ball (2016). School principals' success in finding balance between the different forms of competing accountability demands depends on strategies for managing the needs that exist in schools. In fact, strategies school principals use to fulfil their workplace responsibilities will assist them to meet accountability expectations, Ball (2016). Moreover, school principals are accountable for the IQMS implementation at their schools, Collective Agreement 8 of (2003). Furthermore, Ball (2016) contends that prioritisation and delegation are recognised as feasible strategies to evade time constraints. Accordingly, strategies are needed to focus on developing and strengthening skills related to improving school outcomes as well as aligning new information with their prior knowledge in line with national education goals and strategies. However, school principals use strategies to manage work intensification and to fulfil the various expectations placed upon them by the different stakeholders according to the needs of their respective schools. Subsequently, strategies are considered as tools that assist school principals to "develop and implement targeted improvement plans", meet accountability demands, engage in strategic planning, utilize available supports, and consider other available strategies to create school environments that focus on the diverse needs of 21st century schools. Further, strategies help school principals to meet their professional expectations as well as to manage the competing accountabilities expectations. Consequently, school principals' decisions impact all aspects of how schools' function and therefore for fruition, developed strategies are needed, Ball (2016).

2.11 Conclusion

In conclusion the literature review has unfolded significant aspects of school principals IQMS and school accountability as well as the tensions and challenges. It is evident from the literature review that school principals are faced daily with numerous roles and responsibilities, as well as navigate between all stakeholders in education and find a balance between policy expectations and their own sense of

accountability. Therefore, improvement and finding a balance may come in the form of professional development opportunities provided formally by the Department of Education or by the School Governing Body. Thus, tensions of implementation of policy should be addressed by district support and strategies for successful implementation.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

In the previous chapter I reviewed a broad range of literature (both nationally and internationally) on the IQMS appraisal and school accountability on school principals. Literature highlighted the importance as well as the challenges of IQMS in the sustenance of school accountability and the implications on school principals in South Africa. In the context of school accountability and the implementation of IQMS with its impact on the duties, roles and responsibilities assigned to school principals, this chapter will focus on the research design and methodology. The research was based on the interpretive paradigm, using a mixed methods approach as well as a case study as research methodology. To understand the research question, this study needed to be conducted in a real-life situation, interacting with school principals. Further, the school principals' views and what they revealed regarding their knowledge and experience as school principals in the implementation of IQMS and school accountability, needed to be ascertained and the description and interpretation of their words had to interpreted by the researcher. The research problem identified in this study called for a mixed methods approach. The researcher will discuss the sample process and discuss in more detail the data analysis as well as key issues of reliability, validity and the ethical considerations relevant to the study will be discussed, followed by a conclusion for this chapter.

3.2 Research Paradigm

Accordingly, Patton (2000) asserts that a paradigm is a world view, a general perspective, and a way of breaking the complexity of the real world. Further, Guba and Lincoln (2000) views research paradigm as an interpretive framework which is guided by a set of beliefs and feelings about the world and how it should be understood and studied. Additionally, Denzin and Lincoln (2000) claim that there are three categories of beliefs, namely, ontology, epistemology and methodology. Furthermore, Cohen, Manion and Morrison (2007) claims that ontology deals with the question of what one is real, and how one looks at reality. According to Cohen

et al., (2007) ontology in the interpretivism means that reality can be understood by studying what people think and the importance of their ideas and meanings. This study will locate reality through interactions with the participants by using interviews, questionnaires and document reviews. Moreover, according to Cohen et al., (2007) epistemology in interpretivism refers to the interpretations based on a particular moment. Interpretations are located according to a particular situation, time and are open to re-interpretation and negotiation through conversation. Further, methodology in the interpretivism paradigm focuses on naturalistic methods, Amgen (2000). This research study is located in the interpretivist paradigm. The interpretivist approach seeks to discover findings that emerge through naturalistic methods, Merriam (2009). The interpretivist paradigm accepts that people are meaning-making beings and that the construction of meaning is developed through their existence within a given context, this construction of meaning is how the context is understood. Additionally, this study accepted that this meaning-making "is always social, arising in and out of interaction with a human community", Creswell (2018, p. 8). Therefore, this study set out to explore the social interactions within the context, to develop insights into how the participants engaged with their world and each other to make sense of what they were experiencing. Further, Creswell (2003) and Yanow and Schwartz-Shea (2011) claims that interpretivist researchers discover reality through participants' views, their own background, and experiences. Therefore, the study will adopt the interpretive paradigm using the experiences of school principals in the Integrated Quality Management System and school accountability context. The study seeks to explore the experiences of school principals in the Ekurhuleni South District with the IQMS evaluation tool for performance standards one to twelve. Although the interpretive paradigm is not a dominant model of research, but in this study interpretive approach will accommodate multiple perspectives and versions of truth of the IQMS evaluation process for school principals. According to Willis (2007) interpretivism usually seeks to understand a particular context, and the core belief of the paradigm is that reality is socially constructed. Moreover, Willis (2007) statement supports the interpretation of school principals in the primary and secondary schools' multiple perspectives in the accountability of the Integrated Quality Management System (IQMS) within the school context. Furthermore, Willis (2007) asserts that the viewpoints of each nation, region or ethnic group are often

founded in different experiences and perspectives of individuals. According to Willis (2007) “different people and different groups have different perceptions of the world”. School principals of different ethnic groups, different primary and secondary schools will have different perspectives of how IQMS affects their own performance evaluation within the school and the effect of accountability on their work role. Interpretivism often leads to a more comprehensive understanding of the situation, (Klein & Meyers,1995, Morehouse, 2011). Data for the study will be gathered from school principals from different educational, social, and economic backgrounds to obtain more diverse, multifaceted, and rich information to fully understand context reports. The study will focus on working within the interpretivist paradigm and qualitative approach to understand the world of the participants through gaining insight into their backgrounds, beliefs, and experiences (Creswell, 2003, Yanow & Schwartz-Shea, 2011). Therefore, the interpretivist approach is best suited for this study whereby knowledge will be gained through a description of people’s intentions, beliefs, values, and reasons, meaning making and self- understanding Henning (2004). The reason why I chose interpretivist paradigm is that findings will emerge while engaging in dialogue with participants, namely, school principals, Cluster Leaders and Affiliated unions. I would be attempting to view the situation through the eyes of the participants. The situation in the case of this study would be the chosen high school and primary school principals, Cluster Leaders and Affiliated Unions. The reality and knowledge I would obtain from these participants will be subjective because it will be about how they feel performance appraisal could be promoted using IQMS.

3.3 Research Design

The case study approach was useful to gain a better understanding of the research and the phenomenon (Saunders, Lewis, & Thornhill, 2019). In this study the approach that I would be using to collect data will be a case study. Accordingly, Yin (2008) identifies three types of case studies, namely, exploratory, descriptive, and explanatory. This study adopted an interpretive multiple case study approach to obtain data from several participants who shared their experiences of serving as high school and primary school principals within the IQMS and school accountability culture. Thus, this study intended to do an in-depth and thick descriptive analysis of

the context in which the IQMS and school accountability exists. Further, (Baxter & Jack, 2008, p. 544) gave an indication of what this meant, by claiming that "qualitative case study is an approach to research that facilitates exploration of a phenomenon within its context using a variety of data sources". Therefore, the aim of this study was to explore the phenomena of IQMS and school accountability intensively, through exploring the participants voices. Further, semi-structured interviews were selected to gather participants' first-hand accounts. Additionally, (Bogdan & Biklen, 2003, p. 95) asserted that "insights into how participants interpret some piece of the world". Furthermore, a case study approach was adopted in the study to select multiple cases that could offer varied perspectives on the issue, Creswell (2007). Despite case studies having made a considerable contribution to research and added knowledge and data to education, they have often been criticized as they have the tendency to generalize and that the epistemological and theoretical assumptions which are not clearly defined. Likewise, Bell (2005) added that researchers tend to use the possibility of selective reporting and the resulting dangers of distortion. Further, Yin (2003) explains that the case study approach allows for multi-perspective analyses. Therefore, the aim of this study was to explore the IQMS and school accountability intensively through exploring the participants' voices. I felt it was convenient to use a case study for my research because according to Cohen et al., (2007) one has a variety of participants to choose from, for example, individuals, groups, organisations and community. In the case of this study the groups chosen was school principals, Cluster Leaders and Affiliated Unions. I also felt it convenient to use a case study because, according to Cohen et al., (2007) case studies allow for an in-depth, detailed analysis of data. Case study was chosen because of its uniqueness to the research topic as well as on the strength of its uniqueness, enabling the participants in the study to benefit from the findings of the research.

3.4 Research Methodology

Research methodology is a collective term for the structured process of conducting research, which can be mixed methods, Kumar (2005). Additionally, Flick (2011, p. 189) as incited in Creswell, Plano, Clark, Gutman and Hanson (2003, p.211) states that a mixed method study involves "the collection and analysis of mixed methods

data in a single study whereby data collected concurrently or sequentially is given priority and involves the integration of the data at one or more stages in the research process". In this study the researcher made use of the mixed methods approach. Qualitative research is an umbrella concept covering several forms of inquiry that help understand and explain the meaning of social phenomena with as little disruption of the natural setting as possible. Qualitative research is an effort to understand situations in their uniqueness as part of a particular context and the interactions. Further, employing qualitative research methods allowed the researcher to employ whatever strategies or methods to use (Cohen, Manion & Morrison, 2008) and Creswell (2007). Maboya (2007) claims that qualitative research is not a single entity but an umbrella term whereby each method looks at the issue from a different angle and from a distinctive perspective that one can use as means of comparison and contrast. The researcher found this suitable to study the phenomenon of IQMS and school accountability using the qualitative approach. Part of the research methodology of this study made use of the quantitative research method, involving the use of questionnaires. Quantitative research investigates general trends across population and focuses on numbers, Meyers (2009, p. 8). Additionally, Harrison (2001) argues that the quantitative design provides broad understanding of issues under investigation. The study used mixed strategies because the data was obtained from all aspects of the data source during the research. Therefore, the purpose of this methodology was to satisfy the research plan, Sileyew (2019). In order, to produce different types of data, mixed methods approach was used to employ different methods. This study employed mixed methods to gather data. Quantitative research method was adopted because of its numeric form which is concerned with the collection and analysis of data. The strength of quantitative research is the reliable measurement, whilst the limitation is that it fails to take account of people's unique ability to interpret their experiences, construct their own meanings and act on these, Goundar (2012). approach. Further, majority of the study will make use of the qualitative research approach, which points to "exploring and understanding the meaning individuals and groups ascribe to a social or human problem", Creswell (2018, p. 4). Thus, how people or groups of people perceive a phenomenon is largely dependent on their contexts and experiences. Through this assumption, this study developed insights into how the 'real world' was perceived with in the South African school context. This study

acknowledged that several people have diverse experiences of IQMS and school accountability within the school. This study aimed to form insights into these, experiences, roles and responsibilities; to ensure that an understanding of each participants experiences is accounted.

3.5 Data Generation Methods

This study employed mixed methods approach. The first part of the study consisted of well-structured questionnaires for school principals and semi-structured interviews with school principals and key stakeholders (Department of Education officials and Affiliated Unions). Two methods of data collection were used in this study, the semi-structured interview, and the questionnaires. These instruments enabled the researcher to pose questions to the participants in the search for answers to the research question. In fact, (Saunders as cited in Mancosa, 2001, p.5) maintains that it is generally a good practice to use a questionnaire in conjunction with at least one other data collection instrument. This method of collecting data in as many ways and from many sources as triangulation.

3.5.1 Questionnaires

Questionnaires is a group of written questions used to gather information from participants. According to (Saunders, Lewis, & Thornhill, 2019) questionnaires is used to collect additional information. Additionally, questionnaires are easy for people to understand and to explain (Saunders et al., 2019). This is the reason why I used this kind of research design, due to its popularity and because it consists of several measurement scales, open ended items for qualitative responses, as well as other questions that elicit demographic information from participants. The questionnaire was important to use in my research study to measure the perceptions of 10 school principals on the IQMS implementation. Also, the questionnaire was used in my research study to ensure that the research question was adequately addressed.

3.5.2 Interviews

Additionally, De Vos (2005, p. 287) defines qualitative interviews as “attempts to understand the world from the participant’s point of view, to unfold the meaning of people’s experiences and to uncover their lived world prior to scientific explanations”. In this study unstructured interviews will be used, and the researcher will deal freely with the topic of interest in any interview order and the questions will be phrased as the researcher will think which will be best for the study. In addition, interviewers can establish rapport with participants to make them feel more comfortable, which can generate more insightful responses especially regarding the research topic (Communications for Research of 2021). Further, interviewers have greater opportunity to ask follow-up questions, probe for additional information, and circle back to key questions later in the interview to generate a rich understanding of attitudes, perceptions, and motivations (Communications for Research of 2021). Therefore, the reason for choosing unstructured interviews for this research study was because the design and focus of my study aligned with a qualitative, interpretive approach to the research. The researcher opted for unstructured interviews as data gathering tools in order to obtain depth on the issues of the IQMS implementation as well as the appraisal system for school principals. Also, the researcher felt unstructured interviews most suitable for this research study to generate qualitative data using open questions. This allowed the participants to talk in some depth, choosing their own words. This helped the researcher to develop a real sense of the person’s understanding of the appraisal situation for school principals. Also, during the interview the questions differed from interviewee to interviewee the questions were open-ended and could be answered in multiple ways. Therefore, unstructured interviews in the study allowed for a free-flowing conversation, whereby participants felt more casual and at ease, resulting in a more natural and honest interview. Furthermore, unstructured interviews allowed for increased validity because it gave the interviewer the opportunity to probe for a deeper understanding, as well as ask for clarification and allowed the interviewee to steer in the direction of the interview.

3.5.3 Semi- Structured Interviews

The semi-structured interviews were used to gain a better understanding of the principals' experiences and the meanings they construct. Merriam (2009, p.15) described this process as being "inductive, that is, researchers gather data to build concepts, hypotheses, or theories". Semi-structured interviews provide opportunities for participants to respond to researchers' questions by describing their experiences. The interview schedule consisted of prepared open questions and probes to gain further information, supplemented by questions that naturally transpired during the interview process, (Gay et al., 2012). Semi-structured interviews provide researchers with greater flexibility. In fact, follow-up questions of the participants for the purpose of clarification and thereby created opportunities to further probe participant experiences, Seidman (2013). Additionally, interviews were conducted approximately 45-60 minutes in length at mutually agreeable locations were participants felt comfortable and not inconvenienced. According to Merriam (2009, p. 90) researchers must be flexible and adjust their questioning based on "the emerging worldview of the participants". Consequently, face-to-face interviews was the most appropriate data collection method for this study because these interviews aimed to help "understand the experiences of other people and the meaning they create of that experience", Seidman (2013, p. 3). The interviews included both highly and loosely structured questions that provided the participants with opportunities to share the responses based on personal experiences. The structured section of the interview consisted of a set of questions geared towards obtaining specific information about how participants understand and manage accountability expectations. Each participant was given time to consider their response to each question, and during those moments I noted my observations, as well as recorded the questions that had arisen from previous responses, Patton (2015). During the process, multiple or leading questions was avoided, as well as questions that required a yes or no response because the latter would not have elicited rich and detailed responses that could have informed the research, Seidman (2013). The interviews were audio-taped, as agreed by the participant to ensure that what was said would be transcribed, verbatim, to allow the researcher to reflect on the semi-structured interview method as well as the voice of the participants, Wellington (2000). Consequently, due to the hard lockdown due to the

Covid-19 pandemic, some interviews could not be audio-taped face-to-face. Additionally, interviews took the Virtual Teams route and via WhatsApp some tape recordings took place. In fact, Covid-19 as resulted in increased global connectivity, leading to major advances in computing power and virtual, an augmented reality.

3.5.4 Document Analysis

Document analysis is a form of qualitative research in which documents are interpreted by the researcher to give voice and meaning around a topic assessment Bowen (2009). Document analysis is often used because of several ways it can support and strengthen research, Emerald Insight (2016). In addition, O'Leary (2014) claims that there are three primary types of documents:

Public Records: The official ongoing records of organisations activities. Examples include policy manuals, strategic plans, and syllabi.

Personal Documents: First person accounts of an individual's actions, experiences, and beliefs. Examples include reflections, journals, newspaper, incident reports, duty logs, emails.

Physical Evidence: Physical objects found within the study setting (often called artefacts). Examples include flyers, posters, agendas, handbooks, and training materials.

Furthermore, Bowen (2009) suggested that a wide array of documents is better, although the question should be more about quality of the document rather than the quantity. Additionally, Bowen (2009) posit that documents should be assessed for their completeness; in other words, how selective or comprehensive their data is. Further, Bowen (2009, p.33) claims that when evaluating documents, data should be considered on how precise, accurate, or complete recordings of events have occurred". Moreover, Bowen (2009) adds that documents include a wide variety of types and content analysis should be useful for painting a broad, overall picture. In this regard, various relevant performance management documents such as Collective Agreement 8 of (2003), Lesson Observation Instrument (LOI) documents, 52-page performance rating guide, personal growth plan, school improvement plan,

principals score sheets (exemplars) were used to gain insight. Therefore, the documents provided additional data, where the “information and insights derived from the documents were valuable additions to the knowledge base.”, Bowen (2009, p. 30). Consequently, due to the Covid-19 pandemic on the handling of paper records, a legal mandate hampered the collection of the documents for additional data. In accordance with Section 13(1) of the National Archives and Records Service of South Africa Act (Act No 43 of 1996) as amended, confirmed that the National Archivist was changed with the proper management and care of all public records. In terms of the legal mandate, measures were recommended by government to ensure the containing of the Covid-19 virus with regards to paper records at risk of being contaminated.

3.6 Research Sample

Sampling involves decisions about which people, settings, events, behaviors, and social processes to observe. The main aim in sampling was to select a sample that would be representative of the population about which the researcher aims to draw conclusions. For this exploratory, qualitative study, non-probability sampling was chosen as this gave the researcher as much unique data on the research questions as possible. As the sampling units represented people from various positions (strata), they were able to offer different perspectives on the field of study. Purposive sampling, a non-probability sampling procedure, was used primarily in this study, since “the logic and power of purposeful sampling lies in selecting information-rich cases for in-depth study. Information-rich cases are those from which one can learn a great deal of issues about central importance to the purpose of research. Purposeful sampling was employed to increase the utility of information obtained from smaller samples. Further, Denscombe (2007) maintains that purposive sampling was applied to those situations where the researcher already knew about something, about specific people or events and deliberately select ones who are likely to produce the most valuable data. The participants of this study were sampled from various primary and secondary public schools. Purposive sampling methods were used to select the participants and sites to learn about and understand the central phenomenon, Creswell (2002, p. 204). The schools participating in this study were selected by maximal variation sampling. Maximal variation sampling refers to a purposeful sampling strategy which enables the

researcher to sample cases, or individuals that differ characteristic or trait, Creswell (2002, p. 204). Ten principals of public primary and secondary schools in the Ekurhuleni South District in the Ekurhuleni Region were sampled. The sample of participants included males and females who have served for more than three years at the schools. These principals were from schools situated in townships and affluent suburbs. The research participants of this study were principals who were currently engaged and accountable for the implementation of performance management.

Table 2. Location of the Ten Public Schools Interviewed [1]

[1] Reprinted with permission from ES District Director (2019).

No	Name of school	Location	Position	Gender	Race
1	High School 1	Alberton	Principal	Male	White
2	High School 2	Germiston	Principal	Female	White
3	High School 3	Katlehong	Principal	Male	White
4	High School 4	Alberton	Principal	Male	White
5	High School 5	Boksburg	Principal	Female	White
6	Primary School 1	Alberton	Principal	Female	Indian
7	Primary School 2	Katlehong	Principal	Female	Black
8	Primary School 3	Alberton	Principal	Female	White
9	Primary School 4	Germiston	Principal	Male	White
10	Primary School 5	Germiston	Principal	Male	White

However due to the constraints caused by the 2020 Coronavirus pandemic and access constraints, the research sample was much smaller than intended. For this study five public primary school principals and five public secondary school principals as well as five Cluster Leaders and two Affiliated Unions were selected to understand their perspectives on the IQMS process as well as school accountability.

3.6.1 Sample one: The principal is a senior manager and the person overall in charge of the implementation, accountability, management, and evaluation as well as reporting of the IQMS process. School leaders were selected based on experience (with three or more years) of experience. This allowed a comparison of

experiences between principals, who had experienced previous systems of evaluation and novice principals who have fewer years of experience.

3.6.2 Sample two: The Cluster Leaders were purposively chosen because they were the immediate senior manager to the principal. IQMS, Collective Agreement 8 of (2003) indicated that the principal reports to the Cluster Leader and should be appraised or evaluated by the Cluster Leader inside the classroom and outside the classroom in all twelve of the performance standards in the IQMS policy. A simple random sample were used to select Cluster Leaders, per circuit, per school.

3.6.3 Sample three: The unions formed part of the number of elements in the sample population. The number of unions varied for individual schools. The above factors also ensured representativeness. Further, the unions concern was their members.

3.7 Selection of site

Ten principals of public primary and secondary schools in the Ekurhuleni South District in the Ekurhuleni region were selected for practical and purposive reasons. The study was conducted in five primary schools and five secondary schools situated in townships and affluent suburbs. The research participants of this study were school principals were accountable for the implementation of the performance management. Furthermore, through the researcher's involvement with the Ekurhuleni South District, she has established positive working relationships with the principals, unions, and Cluster Leaders in this district office. Therefore, principals were comfortable, co-operative, and willing to provide an authentic account of their experiences of IQMS and school accountability.

3.8 Negotiating Access

Access and entry are sensitive components in qualitative research. The researcher needs to establish trust, rapport, and authentic communication patterns with participants. By so doing the researcher is better able to capture the nuance and meaning of each participant's life from the participant's point of view. In keeping with the above, authorization to conduct the research at schools had been sought from the Gauteng Department of Education, the District Director Ekurhuleni South District, Unions, and the principals of public schools. A letter seeking permission

was sent to the stakeholders [Appendix 1]. The research topic, the rationale, and the significance of the study as well as an assurance of confidentiality and anonymity was conveyed to the prospective participants. Once permission was granted by the Department of Education [Appendix 1], the researcher met with the principals and discussed the research methodology for the study. During the meeting with each participant the research topic, rationale, significance, methods of data collection as well as issues related to confidentiality were discussed. The date and time for the interview were negotiated with the principals, Cluster Leaders, and unions. However due to the constraints caused by the 2020 Coronavirus pandemic and access constraints, the research sample was much smaller than intended.

3.9 Data Analysis

The analysis of qualitative data concentrates on meanings expressed through words and analysis conducted the use of conceptualization, Mancosa (2001, p. 113). In addition, (Hussey & Hussey as cited in Mancosa, 2001, p. 3) suggested that there are three related elements in the analysis of qualitative data, reducing the data by condensing the material in a more systematic way to make it more manageable, as well as structuring the data in terms of themes, patterns, and inter-relationships and detextualising the data by converting extended texts into more manageable forms such as summaries, charts, diagrams, and illustrations. Therefore, the context and the phenomena within the context was examined to generate data, “from the detailed particulars” rather than with a hypothesis or theory to prove, top down, (McMillan & Schumacher, 2014, p. 347). The purpose of the use of an inductive data analysis was to make sense of the data that had been accumulated, Vithal and Jansen (2008). In the analysis of the data the researcher will use the inductive strategy whereby the researcher will collect and then will explore the data to see which themes or issues do follow up, Mancosa (2003, p. 14). The data analysis process involved four main stages and was guided by the work of Vithal and Jansen (2008) and Creswell (2018) which included, preparing and organising the data, coding, generating categories as well as describing themes and then representing the data according to themes. Raw data was collected in the form of interviews, questionnaires, and document analysis. Additionally, raw data was then prepared for analysis by transcribing the interviews verbatim and arranged according to source. Thereafter, the data was reread to

identify any “incomplete, inaccurate, inconsistent and irrelevant data”, Vithal and Jansen (2008, p. 27) as well as examined for any obvious or preliminary trends, which could have been chunks of data. Data was analysed by reading the transcriptions, giving attention to patterns and commonalities, while validity was established.

Begin the coding process: Coding of the data involved sorting and breaking down the data to form fragments, which are segments of data that can standalone, this was done manually, by hand, by the researcher, McMillan and Schumacher (2014). Through coding, categories/themes with described and generated. Subsequently, these codes were evaluated for similarities, patterns and discrepancies which were grouped to form categories/themes, Vithal and Jansen (2008). This was a process, where categories were revised and re-examined regularly.

Represent data according to themes: The last stage involved representing the data according to the descriptions and themes to create “meaningful summaries of the large amounts of data”, Vithal and Jansen (2008, p. 28).

Thematic analysis was the most appropriate method of data analysis for this research study because it provided an effective strategy for interpreting and building a narrative from the subjective experiences of the participants, (Crowe, Inder, and Porter, (2015). Moreover, according to (Crow, Inder & Porter, 2015, p. 617) thematic analysis may be defined as “a process of interpretation of qualitative data in order to find patterns of meaning across the data”. Researchers often use thematic analysis because it assists with “identifying, analysing, and reporting patterns (themes) within data”, (Braun & Clarke, 2006, p. 79). Subsequently, the researcher is required to build narratives by identifying these themes. Therefore, it is advantageous in qualitative research because it is flexible for researchers to collect detailed and complex data, Braun and Clarke (2006). Further, Braun and Clarke (2006) argue that the researcher must be familiar with the data by reading the interview transcripts multiple times when conducting thematic analysis. In fact, codes are created once researchers are knowledgeable about the information in the transcripts. Furthermore, the research question remains at the core of this process and each code provides insight into the participants’ experiences. After codes was

created, themes were identified by merging the codes that were similar in nature. Themes were refined to ensure that they address the information taken from the codes, each theme. was then defined and clearly described. Each theme was connected to various sections from the transcripts and attached specific quotations that highlighted the core of the themes. Further, themes were constructed, narratives were written based on each participant and their experiences. Triangulation of the various data sources will be completed using multiple sources which will confirm data. The use of questionnaires in conjunction with semi–structured interviews, supplemented by documents and performance appraisal reports was used.

3.10 Reflexivity/Positionality

According to (Lincoln & Guba, 1995; Maxwell, 2012), the qualitative researcher is instrument to the research project. Therefore, it was important for me to be aware of my own subjectivities (Glesne, 2011; Lichtman, 2012). Creswell and Miller (2000, p. 127) wrote that it is “important for researchers to describe their beliefs and biases early in the research process to allow readers to understand their positions, and then to bracket or suspend those researcher biases as the study proceeds”. Thus, accordingly the interview becomes both the tool and the object “an encounter in which both parties behave as though they are of equal status for this duration, whether or not this is actually so”. Further, supporting this view Valentine (2005) in Silevu (2007) asserts that positionality and power relations may impact on the quality of information. Therefore, I present this statement on my own positionality toward this topic. My connections to this research project were that of a department of education district official. As a district official, I must navigate the complex demands that this study sought to understand. I have seen the principalship and public education in general change significantly. I regularly find school principals searching for the right skills to help them meet the increasingly diversifying demands of the job. The challenge is particularly acute when trying to balance instructional leadership with traditional building management and bureaucratic compliance as well as IQMS implementation. Additionally (Drago-Severson, 2004; Elmore, 2000; Kegan & Lahey, 2001) have made me think much more about the fact that all professionals need support to grow on the job, to develop the skills,

abilities, dispositions, and capacities they need to be truly effective. I realized that school principals rarely have sufficient support of this nature. Further, I looked more closely at and thought longer on what a school principal's job entails. The complexity and variety of duties, demands, and responsibilities struck me as being without end. I grew amazed at how school principals could be effective in this role. . I came to this research intent on helping to address those challenges that school principals face in implementing IQMS. Further, all the principals in my study revealed that dedication, devotion and love to the profession as well as compliance to policy and accountability. Furthermore, the researcher attempts to position herself well by holding preliminary meetings with the participants. This gives the researcher time to explain the purpose of the research and the research ethics to the participants. Sharing the same language with the participants will be a great advantage because cultural background issues will be common. This means in this study the researcher must suspend her status as a departmental official and apply a notion of 'bracketing' (Leedy and Orsmond, 2005) as well as the notion of reflexivity (Wojnar and Swanson, 2002).

3.11 Validity

Validity in qualitative research has to do with descriptions and explanations and whether given explanation fits a given description. Bias resulting from dependence on the researcher's subjective interpretation of the data, is a potential limitation of qualitative research. The researcher will use multiple checks based on the principle of reliability, validity, and credibility to evaluate data. Additionally, cross-checking will take place through member checks and audit trails. To ensure feedback for future improvement the researcher engaged in a mock interview. In this study the researcher used face validity, in which the interview questions were first put forward to colleagues at the district office to obtain their comments on the relevance, balance and adequacy of the research instrument in relation to the research objectives. After transcribing the interviews, the transcriptions were returned to each of the participants for verification. The interview schedule was submitted to the Ekurhuleni South District performance appraisal team for its expert opinion of the content validity of the research instrument. According to Yin (2008, p. 102) reliability of the research study focuses vastly on the creation of an adequate database for

the case study. Additionally, Yin (2008, p. 102) asserts that making use of informal notes derived from semi-structured interviews are said to be commonly used in case study databases. Therefore, information received is required to be compiled and stored in such a manner that all participants and researchers as well can access, discuss and improve on data collected at any stage during the research study. Reliability is said to be easier to understand as it is a measure of consistency, Creswell (2011, p. 159). This study relied on the honesty and integrity of the participants to ensure validity. Triangulation of the data source were used to increase the reliability and validity of the findings. In addition, the various samples, data were also collected from the final evaluation reports that schools submitted to the Department of Education at the end of the summative performance evaluation cycle.

3.12 Ethical Considerations

The Research Ethics Board of the University of Witwatersrand granted approval prior to the commencement of my research study. Due to the nature of this research, the use of the tactic of deception was not used and there were no expected physical or mental risks of harm to the participants, Patton (2015). Furthermore, (McMillan & Schumacher, 2014, p. 363) contended that “researchers have a dual responsibility, to protect the individuals’ confidences and to protect the informants from the general reading public. Further, the research had the responsibility to recognize and address the confidentiality and anonymity of the participants. In fact, each of the participants signed the letters of informed consent and agreed to being recorded during the interviews. Prior to the beginning of each official interview, the clarified nature of the study with the participant was discussed and provided assurance regarding the confidentiality measures being taken throughout the process. It was the responsibility of the researcher to thoroughly explain the measures in place to ensure confidentiality, for instance: the proper storage of all recorded data, interview transcripts, researcher notes, as well as the master list of participants with assigned codes. Moreover, the hard copies of the data would be stored in the researcher’s office in the personal desk which will always remain locked and soft copies of the research data would be stored on the researcher’s computer and cell phone, which are both passwords protected, and thereafter would be destroyed and deleted. Additionally, after the research report is

completed all raw data (both hard and soft copied), namely the audiotapes and transcriptions, will be kept by the researcher for three years, as per the University's Guidelines for Non-Medical Research. Also, participants were reminded that they had the option to not answer any question that made them feel uncomfortable and were free to withdraw from the study at any time. In fact, participants were assigned pseudonyms to ensure anonymity and altered any potentially identifiable information. Additionally, participants were granted the opportunity to read through the transcripts and make changes they deemed necessary to ensure accuracy within the data and to ensure that identities would remain securely anonymous.

3.13 Issues of Trustworthiness

Further, to ensure trustworthiness, credibility, transferability, dependability, and confirmability will be used. According to Merriam (2009) trustworthiness of research is highly dependent on the integrity of the researcher. Therefore, it is the responsibility of each researcher to be reflective of what biases they bring into the research setting and to make collective effort to remain spontaneous.

3.13.1 Credibility: states that it is imperative to assure credibility in the research to guarantee the accuracy of the findings. Member checking the transcripts of interviews provides a protection to ensure the data has not been misinterpreted and thus ensures that the research remains credible, Morrow (2005). Researcher introspection is also important to ensure personal beliefs are not incorporated into the analysis of the data. Accordingly, I maintained a self-reflective journal throughout the process and recorded any assumptions and biases I discovered, Morrow (2005). I engaged in ongoing dialogue and sought guidance from critical friends to ensure objectivity, Morrow (2005).

3.13.2 Transferability: explains that interpretation plays an essential role in interpretivist research. A more thorough understanding of how principals understand and manage accountability in their work can be constructed from analysis of the compiled data. It was also important for the reader to have sufficient information about the research process to have a good understanding of whether the findings are transferable to other circumstances, Morrow (2005).

3.13.3 Dependability: states that the methods for conducting a research study must be well documented to ensure that another researcher can replicate the study by following the initial researchers' process. Thus, it is important that researchers maintain detailed notes about the methodological process.

3.13.4 Confirmability: explains that researchers remain unbiased and ensure that the study outcomes reflect the actual circumstances from the research and not the researchers' own personal beliefs. By engaging in member checking and working closely with critical friends, the study focused intently on maintaining objectivity and accurately reporting the findings of the study. Additionally, it is confirmed that reliability is more associated with quantitative and not qualitative research studies. Moreover, reliability is aimed at consistency or stability of the account of the phenomena produced in the research study, Creswell (2018). Likewise, McMillan and Schumacher (2014) confirm that multiple methods of data generation can improve the reliability of the study, where internal and external consistency is measured through the congruence of the items in a study and other studies of a similar nature.

3.14 Conclusion

In this chapter the research design and methodology were outlined. Qualitative data was obtained through the triangulation of data sources and the primary use of semi-structured interviews and survey questionnaires through purposive sampling techniques. The steps taken to validate the study aimed at minimizing errors in the investigations so that the reliability of the findings will be maximized, enabling feasible recommendations. Also, the data collection and data analysis processes were adhered, as well as the ethical considerations and trustworthiness was described in detail. The next chapter will discuss in detail the collected data.

CHAPTER FOUR
DATA PRESENTATION AND DISCUSSION

4.1 Introduction

This chapter presents characteristics of the participants under study and detailed discussion of the empirical findings. The findings were analysed and cross-referred to the literature reviewed in Chapter Two. The researcher used the participants' words verbatim and no alterations were made. Chapter 4 presents the findings for the research study. The goal of the study was to gain a better understanding of school accountability as related to the IQMS appraisal with school principals. The study documents the perceptions, experiences, and changing roles of school principals in their duties, roles, and responsibilities as well as the challenges of the implementation of performance management as seen by respondents will be shared. This chapter examines the common trends and themes emerging from the responses of the participants from the three sample groups in the study. Thematic analysis was the most appropriate method of data analysis for my study because it provided an effective strategy for interpreting and building a narrative from the subjective experiences of the participants (Crowe, Inder, & Porter, 2015). To articulate and highlight the major themes, representative voices and quotes that most accurately represent the themes will be reported in the research findings. The themes emerged from the data obtained from direct transcription of what the participants said about their experiences. The trends identified were analysed and discussed in relation to the reviewed literature of the IQMS system as well its implementation and implications for school principals in relation to school accountability. The analysis produced eight central themes, as follows:

4.2.1 Understanding school Leadership's duties, roles and responsibilities

The analysis found that the duties, roles, and responsibilities is neither easy nor straight-forward, given its complex and multifaceted nature, this is due to the numerous and diverse roles that make up the school leaders job description. According to participant CL:1 principal is ultimately expected to be responsible for everything that happens in the school as well as fulfilling the core purpose to shape, nurture and give direction of their leadership and management to the school.

CL 1 articulated the following view:

> *The principal is the person accountable for everything that happens in that school. As the manager of the school, you are accountable for HR, Finance, Discipline, everything in the school and then still you need to teach as well. This is a bit of a thorny issue regarding the fact that principals must teach according to the PAM document of 2016.The workload of a principal is the same as the Chief Accounting Officer (CEO) of a big company. The principal must manage everything, although certain tasks might be delegated. The principal needs to be an integral part of all committees and all decisions that are made.*

Similar views were succinctly outlined by participant PS P4:

> *My main duties, I oversee the school, I am responsible and accountable for everything that happens at the school, I need to see to it that it happens according to law and into the parameters of policy.*

Similarly, the functions, responsibilities, and core duties of the school principal are guided by the Personnel Administration Measures, (PAM of 2016) as amended. Likewise, Starr (2009) and Mestry (2017) posits that the principal occupies numerous roles and includes the role of a chief executive officer of the organisation, responsible for strategic planning, budgets, managing and developing human relation skills, increased volume of administrative work as well as reaching academic standards and improved learner performance of the organisation. The various participants mentioned that school leadership positions have a very wide scope of responsibilities which includes being managers and leaders.

CL 3 contends:

> *The principal's job description as per the PAM is relevant in terms of whole school functioning. In fact, all the rules and responsibilities are relevant because they talk to the core business, which is curriculum delivery. Also, they talk to issues of management and issues of leadership.*

Further, Union 2 claims:

> *Principal's roles in the school context includes being managers and leaders. Most of the time you find that they are either one over the other. Very seldom do you find a manager that is also a leader and in their job description they have a responsibility with regards to the academic side of the school, as well as the financial management, and strategic planning. They have got a very wide scope of responsibilities and they are the chief accounting officer of the school. They are responsible for every decision that is made and every situation that occurs in the school.*

However, through the responses, one could see that school leadership have come to understand that there has been notable increase in the demand and complexity of principals' work. Consequently, this understanding of the duties, roles and responsibilities has led to an unprecedent challenge. Participants were under the assumption that role overload was part of their daily lives and was not going to become simplified in the future and acknowledged the fact that their role has become increasingly complex and uncomfortable. Further, there is widespread agreement that the heavy workload was a deterring factor to principalship. Likewise, participant PS P3 contends that the increased complexity of the principalship and the demands of the role have become too much for one individual to navigate:

> *There is difficulty whereby too many functions need to be completed. As a principal there are too many functions to perform and lots of accountability. There is complete overload when it comes to certain responsibilities and things that we need to deal with. Also, if you concentrate too hard on the one thing, you neglect the other. I think there is too many things that we must look at and have our fingers on the pulse and sometimes some of it falls by the wayside.*

Additionally, HS P5 stated:

> *No. I think we have gotten a title overload for principals, being accountable for everything. It's very easy to say monitor, but monitoring takes a lot of time and we've got to see the parents, staff, learners. Also, you've got to work with the district, you've got to work with the Unions and then you must teach as well. I do not think it is* fair workload.

Aspects of work principals rate most important and least time on

6 -Task principal spend most time

1 - Task principal spend least time

Participants	HS P1	HS P2	HS P3	HS P4	HS P5	PS P1	PS P2	PS P3	PS P4	PS P5	Total
Item											
Day to day administrative and financial managerial tasks	6	6	6		6	6	6	6		6	8
Culture of teaching and learning overseeing/monitoring teachers and learners				6					6		2
Communication, managing, negotiating with parents, unions											
Curriculum and instructional leadership		1					1				2
Policy implementation and relationship with the district											
School vision/objectives and improvement of practices	1		1	1	1	1		1	1	1	8

Figure 6: Questionnaire on Principals Roles, Duties and Responsibilities

As presented in Figure 6, it is evident that majority (eight) of the principals rated the day to day administrative and financial managerial tasks as most important whereby school principals spend most time on whilst eight principals rated the school vision, objectives and improvement of practices as a task that principals spend the least time on. Additionally, two principals rated the culture of teaching and learning, overseeing monitoring teachers and learners as the task principals spend the most time on and two principals indicated that curriculum and instructional leadership was the task that principals spend the least time. According, to Goslin (2009) principals tend to overlook their responsibilities of curriculum or instructional tasks due to the lack of awareness of their primary tasks or due to the responsibility of principals to provide management to the school. Further, Kinney (2009) posit that principals are placed under enormous pressure due to the increased volume of administrative work. Consequently, the role of the principal is equated between instructional leadership and management as well as the area of supervising the curriculum, improving the instructional programme of the school, Botha (2004). Additionally, principals play a pivotal role in improving student learning and attaining educational outcomes, Mestry (2017). Likewise, Cheng (2006) contends that the role of the principal demands effective leadership and management in increasing emphasis of the facilitation of the development of whole school vision, enhanced administrative effectiveness and to promote increased emphasis on the quality of teaching and learning as well as raise student standards. Similarly, Oyetunyi (2006) posits that school leadership is reflected in every aspect of the school like instructional practices, academic achievement, learners' discipline, and the school climate. The school may fail dismally if the leadership does not motivate others to accomplish their tasks effectively. Likewise, (Schermerhorn, Hunt & Osborn, 2000) discusses leadership as the heart of any organization, because it determines the success or failure of the organization. Consequently, school principals have been tasked with an added responsibility on the day-to-day administrative duties to comply with the declaration as set by president of South Africa to implement stringent measures as well as the provide guidance and management in the containment of Covid-19 in their respective schools within the education sector (Government Gazette 43465 of 2020 and circular 1,3,7,15,18 of 2020). Principals

are mandated with the responsibility to comply with several and report any suspected or confirmed cases of Covid-19 in schools to the district office guideline documents and policies.

4.3 Engaging School Leadership with Professional Development

The findings within this theme indicate that principals engage in professional development activities to enhance the quality of their work and for empowerment as well as for school improvement. However, it was evident that most of the participants believed that improving their qualification prepares them adequately for the principalship position. PS P3 asserts:

> *I believe there should be accountability regarding professional development. from the Department side. They should monitor. You should constantly be learning; you should constantly be improving systems and constantly being updated by new technology. I think that we should monitor accountability as the Department of Education. We must stay as lifelong learners, we should keep on learning and developing ourselves constantly, it is our responsibility.*

The Department of Education has formulated the South African Standards for Principalship (SASP of 2015) to raise the professional standards and competencies of school principals. Further, the policy on the South African Standard for Principalship (2015) indicates that principals need to be reflective to build personal capacity and be committed to their own continuing professional development. The policy of the South African Standards for Principalship (SASP of 2015) posit that principals must accept responsibility for personal and professional development. Accordingly, (Mestry (2017) posits that “leadership preparation and training are central to school effectiveness and school improvement”. Additionally, Whitford (2013) argues that “development is a key purpose of performance appraisal for school leaders”. Professional development is critical for principals and should be identified as the focus area of the “core duties and responsibilities” of school principals employed by Provincial Education Departments, Educator Labour Relations Council (Resolution No.7 and 8 of (1998). However, Mestry (2017) found that principals appointed at schools had to complete an Advanced Certificate in Education in tertiary institutions to empower their qualifications and to lead their schools effectively. According to the Higher Education and Training in South Africa there is serious skills shortage. Therefore, the South African Council for Educators

extends its function to include the professional development of school principals. The Continual Professional Teacher Development award credits for professional development activities and is closely linked with the IQMS process. Therefore, the core purpose of principalship is to develop and empower self and others.

CL 1 explains:

> *The opportunities are there and with SACE taking over the development of educators you know they also get credit for those courses, and they must complete several courses every year to make the CPTD points of 156.*

Further, professional development is a mechanism through which professionals keep abreast with developments and knowledge in their scope of expertise and competence. The South African Council for Educators (SACE of 2013) award credits for professional development activities, Department of Education (DoE 2005, p. 17). Participant PSP 4 highlighted that professional development programmes were considered time-consuming and poorly planned, and professional development programmes was conducted by District facilitators who were not always practical or knowledgeable enough.

> *Worst courses delivered by the Department of Education as people delivering the courses were nowhere near knowledgeable, don't know what's going on. Really wasting your time by giving the script to you and not engaging any questions because they don't know. And it's like a greyish type of data which is given to principals. Nobody knows exactly where to go, there is no clarity.*

Conversely, Lochmiller and Silver (2010), McCray (2001) and Sparks (2002) advocated that professional development for school leaders is viewed as poor due to the quality of training offered.

4.4 Difficult and conflicting multiple forms of accountability

The analysis indicated that the multiple understandings of the term accountability exist within the complex educational environment. The views of the participants aligned and concurred with Hoffman's (2014) theory of the multiple accountabilities, particularly in relation to the various forms of accountability that exist simultaneously for school principals which remains prominent among the public-school principals. Participants stated that accountability implies that the school principal assumes responsibility for whatever happens in the school.

CL 5 explains:

> *It is important that principals be accountable and responsible for all the things they are doing in schools because the buck stops with them. Everything that happens in the school the principal becomes accountable.*

Despite the prevalence of the key deliverables in education, accountability remains the most eminent among public school principals in this study. Additionally, (Normore, (2004) explains that "a person is held accountable for an expectation, as well as for actions, and decisions". Principals are accountable to their stakeholders and as such, they may be called upon to account and justify their decisions. Similarly, Maile (2002) and Lello (1993, p. 1) argues that accountability is equated with responsibility and involves being answerable to other stakeholders. Contrastingly, Leithwood (2003) and Wagner (1995) argues that accountability is based on giving an account and being answerable to District Leaders, students, teachers, school administrators and committee members, including parents and the larger community. However, school principals are accountable for the whole school and everything that happens in that school. Therefore, principals' work is grounded in accountability. School principals are expected to navigate mandated government policies, meet community expectations, focus on the vision and instructional leadership, as well as account for learner and school performance. Moreover, the participants indicated that they felt mostly accountable to District Leaders, students, teachers, school administrators, committee members, parents, and the larger community for the safety of the learners and the staff. HS P1 states that:

> *Policies you are accountable for and cannot deviate from. You must be accountable to the district officials, your Immediate Superiors, your Cluster Leaders, and your Circuit Managers. I am mostly accountable for the safety of my learners and my staff. Responsible to the parents because at the end of the day they are entrusting their children into your care. Principal's accountability as prescribed in Section 16(a) SASA indicates that the principal is accountable for everything that is happening in the school, curriculum, performance, and safety of learners, management of funds and the general school performance. This is the central role in the institution by virtue.*

Further, the principal is accountable for learner and school performance as well as delivering quality education and is answerable to the Department of Education, parents, and the community. Additionally, Maile (2002) advocated that accountability is associated with responsibility between the employer and the

employee whereby the principal is responsible to account to the DoE for learner and overall school performance. Additionally, Kugler and Flessa (2007) stresses that society has high expectations of school principals, which ranges from navigating mandated government policies to community expectations as well as focusing on the vision and instructional leadership. It was evident to see that the principals are accountable to various stakeholders. Furthermore, participants pointed out that, accountability is the main purpose of the principal because every single aspect and every component in the school whether its results, or the wellbeing of staff and learners, as well as finances, the principal is accountable for all these aspects. There are several accountabilities ranging from Bureaucratic, Legal, Professional, Political, Market, and Performance Based accountability. This theme found that there are several tensions and pressures relating to legal accountability. This may be due to the lack of legal background which was difficult to uphold because of the legal legalities which principals have no control over. Also, having too many laws and policies in place to adhere to makes it very difficult to comply with different laws and policies which makes the work of the principal complex. Participants emphasised that there's too many laws to contend with as well as too many policies in place to adhere to which makes it very difficult to comply with all these different aspects. Participants discussed legal accountability as the second worse form of accountability because principals are answerable for everything that happens in the school and can be sued for every learner and staff member and whatever happens. Therefore, participants stressed that the policies as well as the laws do not protect principals. While there was agreement amongst the participants that legal accountability was viewed as the second worst form of accountability. PS P3 summarised legal accountability most comprehensively:

> *I think the most difficult for me will be legal accountability because we don't have enough legal background and we are left open in so many areas. There are so many legal legalities regarding certain incidences or certain things that happen that you just can't control. That is, it's too broad and there's too many things that's happening, there's too many plans and uncertainties, there's too many laws, there's too many policies in place that we must adhere to and it's very difficult to comply with all these different aspects. And nobody has a book open on the whole time to say this is how you deal with the whole thing, so that is a tough one.*

Moreover, political accountability was viewed as the worse form of accountability due to principals becoming coerced because of political parties and media that should not be playing a part in education. Participants discussed political accountability as the worse form of accountability because of the politics and alluded that it should not be playing a part in education. Also, participants felt that politicians dictate what must happen in schools and become coerced due to political parties and media. Further, participants emphasised that politics should not be part of the school and should not interfere with what principals are busy with in schools. Conversely, political accountability was perceived differently by some participants. Each participating principal emphasised that political interference from labour formations and other constituents depicted the pressure and complexities associated with the job of the principal. Principals explicitly ascribed accountability to parents and the community as well. CL 4 indicated that:

> *The worst is political accountability because political leaders come with some radical political parties and interfere with the school. To a certain extent power balance shifts from what is bureaucratic and legal, to who has got more influence and political muscles. In the school, the worst one is politics because the supervisor is taken over by politics and power. Principal must manage political interference in the school coming from labour formations.*

Additionally, the responses from most of the participants indicated that principals are overwhelmed by parents' expectations which conflicts with the policies of the Department of Education, as well as experience pressure from a variety of places which vary according to the situation in which principals find themselves. Most participants discussed political accountability as being answerable to stakeholders. Participants perceived political accountability as issues in the schools whereby political leaders come into the school and interfere with the power balance in the school which places principals in an awkward position because they do not have power and as a result the relationship is muddled. CL 1 highlights the pressure or difficulty of political accountability as:

> *Personally, it is difficult to uphold pressure from parents because the community has its own dynamics. Another big issue is the SGB, there is conflict because the SGB expects the principal to act in a certain way and then it conflicts with the policy of the Department, but the principal remains an employee of the Department and therefore needs to ensure he/she stays loyal to the Department and the Department*

policies. The conflict between the expectations of the SGB and the employer is problematic.

Principals accountability which is the most difficult to achieve

4: the most important

1: the least important

Participants	HS P1	HS P2	HS P3	HS P4	HS P5	PS P1	PS P2	PS P3	PS P4	PS P5	Total
Item											
Accountability to the District for school performance		4	4	4	4			4	4		6
Accountability to the parents and learners	4							1		1	3
Accountability to colleagues		1	1	1		1	1		1		6
Accountability to SGB's	1				1	4	4			4	5

Figure 7: Questionnaire on Principals Difficult Accountability

As presented in Figure 7, six principals have indicated that accountability to the district for school performance as the most important as well as the most difficult to achieve. Subsequently, principals must comply and account to the district office for school performance as part of the Department of Education mandates. Principals are accountable to uphold the Department of Education strategies and policy initiatives, Ball (2016). However, it is the responsibility of the principal to ensure that mandates are followed and that the school remains in compliance, Normore (2010). District mandates have made the role of principals more challenging. The accountability system puts pressure on school principals, Pollock and Winton (2015). Furthermore, one principal indicated that accountability to the parents and learners as the most important whilst two principals indicated that accountability to the parents and learners was the least important. Consequently, principals are accountable to parents for learner's performance. According to Elmore (2005, p. 287) schools are accountable to parents on the educational performance. Therefore, accountability for performance is one of the expectations principals faces because principals must account on the school's overall performance. Further, Cohen (2011) posit that parents are viewed as important clients of the school and the school responds to parents and learners demands which is the complexity of principalship. Consequently, six principals indicated that accountability to colleagues is least important. However, according to Reagan (2015) principals do benefit from interactions with principal colleagues. In fact, principals can meet colleagues regularly and can share on the job challenges and roadblocks. Contrastingly, two principals rated accountability to the School Governing Body as least important whilst three principals rated accountability to the School Governing

Body as the most important. Accordingly, the South African Schools Act (SASA of 1996) stipulates that the school principal is part of the School Governing Body representing the Head of Department as the Chief Executive Officer of the school. The role of the school principal is to manage and supervise the financial budget and account to the School Governing Body and the Department of Education on the school's finances. Therefore, (Naidu, Mestry, Mosoge, Joubert & Ngcobe, 2008) confirms that the function and duty of the School Governing Body is to ensure that the best possible education to learners is provided. Further, the School Governing Body is assigned the responsibility of managing the funds of the school as well as the physical resources and the South African Schools Act (SASA of 1996) recommends that the principal provide the necessary support and assistance to the School Governing Body.

Contrastingly, market accountability was perceived as the third worse form of accountability because principals are compelled to market their school and more pressure is placed onto principals to make the school marketable. Market accountability as highlighted by participants indicated the gravity of pressure from the parents and community onto school principals to uphold the image of the school. Participants felt that satisfying the parents and the community expectations made it difficult on the role of the principal since they must strive to maintain a positive image of the school despite the pressures of the job. Therefore, the principals felt compelled to maintain a positive image of the school.

PS P3 claimed that:

> *Market accountability means you must market your school to be a top performer and now the new writing of the school is going to place more pressure on us to make sure that we become marketable and accountable*.

In this finding of the study principals were very attentive to the image and culture of their schools and on market accountability. In this study the finding indicates that market accountability remains within the realm of principals' accountability system. Participant's responses indicated that market accountability appears to influence public perception of schools through the eyes of prospective parents in school selection. Participants indicated that the principal needs to market the school and make sure that the needs of the community are met because the community must

perceive the school to be a better-quality school. Therefore, participant CL 1 pointed out that the way the school is perceived by outsiders is very important, because whether the school is viewed as a performing or underperforming school that will depend on the results and achievements, as well as the academics and extramural activities of the school. CL 1 confirmed that:

> *Sometimes to satisfy your parents, I think that it is very difficult because you cannot keep all the people happy. Individual groups need to market the school according to the needs of that community. You do not want parents taking their children to another community because the school is underperforming and perceives the other school to be a better-quality school. So, the way your school is perceived by outsiders is also very important and will depend once again on your results and your achievements, academically and obviously extramurally.*

Furthermore, professional accountability was viewed as the best form of accountability that upholds the standards of the profession that guides school principals. It may be argued that professional accountability entails the quality of education provided by the school and the professional management of the school lies within the hands of the school principal. Therefore, it is the responsibility of the principal to be accountable to all stakeholders including the parents. CL 1 posit that:

> *Professional accountability indicates that the rules as set out by SACE needs to be followed. We are all professionals, and we are registered by a professional organization. So, as a principal you must behave impeccably, you must set an example for your staff and your community. Also, principals must maintain the profession and the professional standards*.

In this study, professional accountability was an important dimension of professionalism that was highly valued and expected within the realm of education aligned to the Norms and Standards of Principalship (2015) and the South African Council educators code of conduct (2013) and the rules and regulations of the Educator Labour Relations Council (ELRC of 2003). These standards were outlined in participants views that professional accountability was most important because of the South African Council educators code of conduct for the profession, the rules, and regulations of the Educator Labour Relations Council (1998) as well as the Norms and Standards of Principalship (2015), South African Schools Act of (1996) and the IQMS Collective agreement 8 of (2003). Maile (2002) argues that professional accountability is based on the evidence from the performance

management instrument which entails systematic procedures that consider the academic and professional factors. The literature refers accountability as a significant driver of modern-day principalship and indicates that, a school leader has profound impact on a school and the school improvement, Reagan (2015). According to (Leithwood, Patten & Jantzi, 2010) principals are responsible for creating an environment of meaningful professional development, encouraging collaboration within the school. Similarly, Fullan (2014, p. 27) explained that there is more to accountability than measuring results, it is about developing people's capacity to achieve results. Subsequently, it is evident that principals must maintain the profession and the professional standards of the school as well as be responsible for their actions and decisions as a professional. According to principals they are better able to accomplish their goals by working cooperatively with the unions. Similarly, principals felt they owed their own unions because they help them to negotiate important school policies, especially those concerning teacher rights, at school level to whom they are already accountable. Contrastingly, the Union had a differing perception of professional accountability:

> *Professionally if a principal is out of line or did not implement correct procedures or policy. The Department of Education as the employer can hold the principal responsible and can charge the principal. The principal can receive a sanction depending on the degree of the offence.*

Additionally, performance-based accountability was also perceived as the best form of accountability whereby school principals are responsible for quality education at the school and reports on the performance of the school that is key. Participants considered performance-based accountability in schools to be related to the learner's performance and perceived it as taking responsibility for learners. Principals are held accountable to address the issues that affect the performance of the school ensuring that learners are given the highest quality of education. Thus, principals are held accountable for the performance of the learners to parents, the public and the education government. Participants' responses in this study illustrated that performance- based accountability meant being accountable for the performance of learners in the school and reporting the performance of the school to the SGB and the District. PS P2 indicated that:

> *Performance- based accountability is regarded as the most important where I am responsible for the quality of education at the school and reporting on the performance on how the school is progressing. I feel that is key because you are accountable to the District Director and by extension to the Minister of Education in terms of school performance.*

Bureaucratic accountability on the other hand focuses on regulatory processes and procedures and outcomes as well as policy mandates are enforced to ensure schools function according to specific guidelines. Moreover, Normore (2010) as well as Pollock and Winton (2015) contend that principals at school level are often held accountable to ensure that mandates are followed and that schools are complying. According to Reagan (2015) school principals are referred to as compliance officers. Further, it may be argued that at school level, principals are expected to account and complete substantial amounts of policy mandates daily. However, it was found that fulfilling these aspects of principal's work takes up a significant amount of their time and takes them away from other tasks. The participants identified bureaucratic accountability as difficult to perform because of the red tape involved within the education system. Participants' responses showed that fulfilling these aspects of their work comprises a significant amount of time, complication and often takes them away from other aspects of work they value.

HS P4 confirmed:

> *Principals perceive bureaucratic accountability at the end of the day as part of the job. Bureaucratic accountability there is so much red tape to get past and to do. The only way that I manage is by just giving my opinion on how I feel about it but at the end of the day I must also adhere to what is required. Cluster Leaders visit the school and sees if principals are effective.*

This finding indicated the pressure from the Department of Education created difficulty and was contradictory in the requirements from school principals. As a result, principals felt pressure from their superiors and since they were obligated to take direction from all these entities and felt responsible to meet the expectations and terms of their employment. It was found that dissonance occurred when there was misalignment between principal's rules, values, and beliefs and those of the Department of Education and principals were caught in the middle to bend the rules because of the line of authority. Therefore, there was high amount of pressure on principals to meet the expectations from the Department of Education despite the demands of the legislations that remain at the forefront of principals' minds.

CL 1 claimed:

> *There are multiple forms of accountability, and leaders must be responsible and accountable to the employer, the organisation that employs them. They must follow Government GDE policies, they need to report monthly in writing to the Cluster Leader. I think that the cluster leader and the principal should have regular contact of one another and that's why we visit schools. We go to schools to monitor and check the effectiveness of the principal.*

According to Firestone and Shipps (2005) bureaucratic accountability is viewed as a top-down structure of bureaucracy whereby employees take orders from their superiors whom they are accountable to. Likewise, Elmore (2005) argues that this form of accountability is regarded as hierarchical due to the rules and regulations that must be followed to ensure compliance. It is evident that principals are ultimately accountable to the Department of Education and the Provincial government and is expected to comply with the respective mandatory government-based policies and procedures that directs practice in schools.

4.5 IQMS implementation tensions and challenges

This theme discusses the tensions of the implementation of effective IQMS implementation for school leadership. However, it has been found that the existing IQMS process was viewed as mandatory, compliance driven as well as imposed onto school leaders as problematic and complex document. Therefore, the findings identified major tensions in the IQMS implementation for school leaders from the existing policy Collective Agreement 8 of (2003) as follows, time consuming, lengthy, outdated, too much paperwork, too generic for principals, IQMS manual needs to be revised, increased workload of principals, administration burden to schools, the criteria needs to be revised, performance standards needs to be reduced or removed, completed for compliance purposes, IQMS for school principals must be more simplified. There should be clearer guidelines, as well as developmental so that principals can be developed to the maximum ability to improve the practice. This theme found that there are several content problems Class Act (2007) in the IQMS implementation that has created numerous tensions and has been sending contradictory messages to school principals. This may be due to multi-faceted and complex nature of the policy document Collective Agreement 8 of (2003).

HS P1 contends the tensions of IQMS as:

> *The IQMS process needs refining, it needs to be re-looked at because it is an incredibly lengthy document that* is outdated. *Maybe to reduce the tool. It needs to be streamlined. The criteria need to be revised, especially when it comes to principals. There are aspects that can be removed. The performance standards if they can be reduced. I feel if they can remove the first four when it comes to class teaching then there would 4 performance standards less to address in the form. It is done just for compliance and does not serve the purpose it is intended for. Its more paperwork. It does not really serve its purpose, it needs revision, seriously and quickly. Maybe redrafting the LOI document for principals that is not so generic because we have got different developmental needs.*

Similarly, the unions noted that the IQMS of school principals was inconsistent with the Lesson Observation Instrument. As Union 2 demonstrates:

> *Looking at the IQMS evaluation tool, the Lesson Observation Instrument, it was found that the first 4 performance standards focus on what happens in the classroom with regards to teaching, planning, preparation, evaluation etc. What was found, was that many principals do not teach but they score themselves and the IDSOs signs this. Principals score themselves but they are not in the classroom and the lesson observation instrument clearly states that this is an evaluation with regards to what happens in the classroom.*

Furthermore, Unions highlighted that there is a lot of conflict involved in the scoring of school principals in the first four performance standards with regards to teaching inside the classroom. Moreover, Unions indicated that the tension between the IQMS policy implementation and the process of appraisal of school principals was poorly implemented and not taken seriously by stakeholders and the process was completed for compliance purposes. Union 1 identifies that:

> *IQMS is poorly implemented, and it is not happening correctly in most schools. The LOI document and the scores on the exemplars do not tally. Although IQMS can be a fantastic tool, because of poor implementation and poor participation of senior stakeholders like Cluster Leaders and principals, it's not really happening. I have discovered that those schools that do participate they are exceptional schools, they are implementing it perfectly and those schools are really reaping the benefits because they follow the process, and they understand that it's about development and that in the end it will benefit everyone. However, the*

> *attitudes and mindsets of the people that implement it, needs to be changed*.

Moreover, lack of explicit policy may invite numerous conflicts and tensions in the IQMS implementation of school leadership. Therefore, clearer policy is essential for functional, effective, and sustainable IQMS implementation for school leadership practice. Thus, the Department of Education should invest in developing an open, transparent, and credible performance instrument to measure the performance of school leadership in the upcoming years.

4.6 Experiences of school Leadership's tensions of the Development Appraisal System and Performance Management

The outlined purpose of Development Appraisal was to appraise individuals in a transparent manner with a view to determine areas of strength and weakness, and to draw up suitable programme for individual development. Within this theme, it was seen that the views of the participants coincide with Educator Labour Relations Council (ELRC) of (2003) particularly in relation to the outlined purpose of Development Appraisal. CL 5 contends that:

> *It is about development. It is about upskilling of employees. It is about developing them to be able to execute their duties. It is about capacitating them to be able to execute their duties. So, for me it is just about performance management and to make sure that at least people are accountable for whatever it is that they are doing*.

Accordingly, the policy of the Integrated Quality Management System, Resolution 8 of (2003) stipulates the purpose of Development Appraisal is to appraise individuals in a fair and transparent manner with a view of determining areas of strengths and weaknesses and to provide programmes for individual development. The literature of Resolution 8 of (2003) provides evidence that the existing policy aims to improve individual performance that may occur because of personal reflection and performance appraisal and Development Appraisal is highlighted as a process of appraising performance in a formative and supportive way to facilitate professional and personal development and growth, Department of Education (1992). Literature highlighted that the performance appraisal of school leaders played an important role in identifying areas needed for improvement and in providing support to develop school leadership and improve practice. Mgijima (2000) argues that

principal's assessment is done in terms of their competences as managers and leaders as well as considering their evaluation in performance standard 1 to 12. Additionally, Khumalo (2008) advocates that performance management relates to measuring principal's past and present performance against the expected role performance. Consequently, it was evident in the findings that there are many concerns and tension regarding the performance appraisal processes and the scarcity of sound tools and mechanisms to monitor and assess leader's performance. It is understood that the content of the Development Appraisal System and Performance Management deals with a vast spectrum of all aspects of an individual's job description and is divided into different categories to improve the work of staff as well as focuses on identifying the needs of school leaders job description to identify areas of development because obviously not all levels can be developed at the same time. In fact, the Department of Education authorities provide a standardised set of responsibilities, tasks, and competencies that school leaders are assessed by the evaluators carrying out the appraisal, as set out in Resolution 8 of (2003). Also, evaluators appraised school leaders in accordance with the criteria as set out in the content of the performance standards as aligned in the IQMS policy. Similarly, CL 1 contends that the tensions of Development Appraisal System and Performance Management is numerous:

> *The content is too broad. The IQMS tool used is lacking in the sense of the awarding of marks because we are assessing people on certain criteria and sometimes, I think we need to widen the criteria that we use to assess people. It is a bit narrow, but I think it should be broadened. The tool needs to be revised to make it a better instrument. The weightings are not fair because it sees people as being assessed the same but certain people are much more valuable, they are much more experienced but when you assess them on the tool, they don't get credit for that.*

The literature in this study considered the Educator Labour Relations Council (ELRC of 2003) and the Department of Education (DoE of 2003) as important in the IQMS process in outlining the system of evaluation and quality management of teaching and learning in all schools in South Africa. According to the literature IQMS was designed to ensure that the individuals are democratically involved in the process of development whilst a four-point rating scale was employed to determine the level of performance and the Development. The literature provided evidence that the Developmental Appraisal and Performance Management were part of key

drivers of the IQMS process implemented in an integrated way as to ensure optimal effectiveness and co-ordination, Educator Labour Relations Council (ELRC of 2003). IQMS has been in force for 17 years in all the nine provinces of the country of South Africa. The literature Educator Labour Relations Council (ELRC of 2003) provided evidence that performance appraisal system was a process of determining and communicating to employees the job performance and the appraisal enables school principals to evaluate the extent to which policies, objectives, activities, and events are successfully carried out. It is evident that performance appraisal process leads to unrealistic expectations about what can and cannot be reasonably accomplished, whilst managers are expected to take on an active and positive role in performance management to ensure that goals are met. According to Cuban (1995), Dening and Quinn (2001), Dimmock (1996), (Goodwin, Cunningham & Childress, (2003), Huang (2004), Lin (2002), Walker (2000), Walker and Dimmock (2000), Wu (2001) changes in education have brought numerous challenges, with new and complicated role expectations, to school principals. Class Act (2007) indicated that school principals tend to encounter more dilemmas and ethical conflicts with regards to performance management and appraisal. Despite the dilemmas school principal's face, performance management assists and directs principals towards the achievement of annual targets. Union 1 highlights:

> *The only conflict situation that I can mention was the scoring of Standards 1-4 for principals especially those that did not visit physical classes or teach. A lot of Cluster Leaders and Circuit Managers was upset when their principals of their schools have only scored say 1 or 4 or zero or some are left empty spaces because the policy has a lot of grey areas. Cluster Leaders has instructed them to score themselves and the policy is indicating that they are not supposed to score but there is also no directive.*

In fact, lack of appropriate skills, poor planning, and lack of viable commitment by leaders, lack of information, purpose, and paucity constitute a challenge in the development appraisal process because the Development Support Group is not trained properly in the IQMS procedures and processes and were not able to deliver quality services to allow the IQMS to pass the test of being an effective evaluation and appraisal instrument. Furthermore, consensus must be reached on the scores for individual criteria under each of the performance standards of school leaders as well as resolve any differences of opinion that may exist. Performance

management systems in schools is mandatory and appraisal of principals are completed annually by the Cluster Leader to measure whether the objectives set for the school are being met. The performance review as well as the performance standards and criteria's as set by Collective Agreement 8 of (2003) reflects the school goals, the principal's job description and more specific objectives towards meeting their goals and vision, as well as focusing on improving teaching and learning. CL 4 summarised the tensions of working with an outdated IQMS policy as:

> *My understanding is that school principals must do everything that is in Performance Standard 1-12, yet there are questions about can they still have time to follow and do PS 1-4. The latter, which is a problem has been seen by politicians, but it has not been negotiated to be formally taken out or which is becoming a problem. Maybe it needs review. I think the dynamics are saying it needs to be reviewed. We cannot have something that has been there from 2003 up to now and has not changed and the dynamics in the world and the workspace have changed a lot. It is, obsolete. The world has changed, everything has changed so it means even the clients are changing, the context is changing, the systems must change too, and I think it's more than 17 years sitting on one thing not changing, it means its stagnant now. It is a serious problem.*

Further, the goals are used to guide actions to promote improvement and benefits the appraisal of principals. In fact, (Santiago et al., 2012) argues that appraisal is a compliance-driven process that focuses on the various aspects of leadership and management. CL 1 indicates:

> *Principal should still be standing in the classroom, to me it is unfair. Whether to stay in touch with the learners, but a good principal will be in touch with his learners whether he is teaching or not. I think a principal being overloaded in a school is not to the advantage of learners or classes that he's teaching because he's going to miss many of those classes because of emergencies that he needs to deal with. I think they must move away from assessing a principal which involves teaching. What some principals do is that they put themselves on the timetable and say I'm teaching; they are never in the classroom. The principal gets a very high assessment for teaching and another principal that doesn't teach and doesn't get marks for that section of the appraisal is now marked lower and then in some cases the principal's assessment is lower than some of the* staff in the school.

Union 2 mentioned the unfairness in the scoring of principals as:

> *Personally, I was not happy with the principal's last appraisal scores because these scores were thumb sucked for the first four performance standards. Most principals who do not teach scored themselves as if they are teaching and as if they are expert teachers but it's not happening. So, policy is not being followed and nothing is being done about it, and this causes tremendous frustration. There are a few cases where principals have high values, integrity, and personal ethical standards, so, they will not score themselves if they are not teaching, and they are honest.*

CL 5 illustrates that:

> *Performance Standard 1 to 4 is an issue because it expects principals to go to class. In fact, creating a conducive learning environment, can only be created in the classroom. The principal is supposed to ensure that there is a conducive learning environment in a school not only confined to a classroom but also within the broader school. So, for me that is a challenge with respect to those first 4 PS. There is a lot that principals are supposed to do in terms of Leadership and Management, so, if you're going to take the principal to the classroom as well as adding more of what the principals are supposed to be doing then this may affect their performance.*

The analysis found that there are several possible tensions that school leaders experience with the Development Appraisal System. This may be due to the multi-faceted and complex nature of the wide range of tasks and responsibilities that school leaders in schools must fulfil, (Pont et al., 2008) and Coffield (2012). One of the major tensions of school leaders Development Appraisal System was role overload because they were responsible for teaching, school management, administration, and leadership, (Pont et al., 2008) as well as Clifford and Ross (2011). Further, (Day et al., 2010) and (Pont et al., 2008) argues that school leadership was not always dependent on one size of leadership can necessarily fit all contexts because accordingly different school contexts require a different leadership style. Moreover, Catano and Stronge (2007) noted that school leadership encounter challenges with the role in appraisal and the expected tasks and responsibilities as well as the related competences leads to enormous number of challenges. It has been found that the challenges faced daily by school leaders are due to time pressures in their schools because of the school principal's appraisal and informed decision making at school level. Accordingly, participants indicated that the summative appraisal process has led to a fairness issue and has a lack of alignment in the policy framework for school leaders, because the design

of appraisal system for school leaders has caused concerns of accuracy, utility, validity, reliability, and fairness.

CL 5 demonstrates the complexities and intricacies of the workload as:

> *The challenges may have an impact on teaching because it becomes the issue of the workload that the principal will have at the end of the day. They may be overloaded besides what they are supposed to be doing. They must concentrate on leadership and management, which is looking at the school in totality, they've got to teach, they've got to deal with other issues of discipline, they've got to deal with other issues which may take away their time from what they are supposed to be doing as leaders and managers of the school that impacts on their role.*

The Cluster Leaders commented on the announcement by the MEC in the Gauteng Education Department, that complicated matters by verbally indicating that principals have a lot of work, and they must be excused from class teaching. This type of decision by leadership has sent mixed messages to school principals. In fact, Cluster Leaders pointed out that in terms of South African Schools Act (SASA) of (1996) principals must teach and if they do not teach, they cannot be scored. Therefore, Cluster Leaders stressed that the debate was whether principals must be scored in the first four performance standards if they are not engaged in classroom teaching or be given a score of zero or one because these scores for principal's was not included in the Collective Agreement 8 of (2003).

Likewise, CL 4 concurred with other participants and explained the IQMS debate of whether principals must teach or not as an issue:

> *The main implementation challenges of the IQMS are the debate about whether principals must teach or not which is an issue. This was further complicated by the announcement of the MEC, when he announced that they've got a lot of work and they must be excused from teaching. In terms of SASA they must teach and if you don't teach at times, we are told they must get a zero but at the same time in the resolution there is no zero. There are only ratings of 1 to 4. The debate is, if principals do not teach can they get a dash or a zero or a 1. But, if they get something less than 1, which is a zero and a dash, it's not in the resolution, because anything that is outside the resolution is not agreed upon.*

Union 1 summarises the conflicting views of the scoring of school principals and claims the dissatisfaction as follows:

> *The only conflict situation that I can mention is the scoring of PS 1-4 for principals especially those that do not physically visit classes or teach. A*

lot of Cluster Leaders and Circuit Managers was upset when their principals of their schools have scored a 1, 4 or zero or some are left empty spaces because the policy has a lot of grey areas. This is a problem situation and it's continuing because Cluster Leaders has instructed them to score themselves and the policy is indicating that they are not supposed to score but there is no directive.

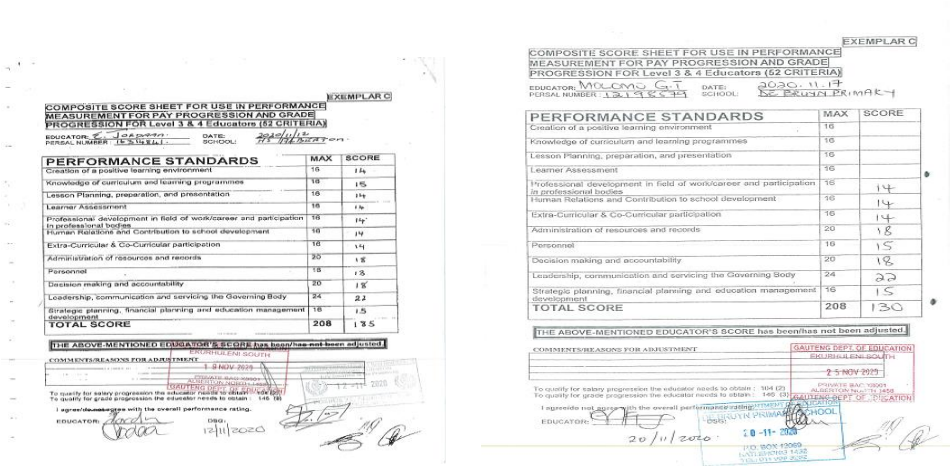


Figure 8: Conflict of scoring in PS 1-4 of schools Leadership Exemplar C

Accordingly, Emstad (2011) claims that the role of school principals is for the implementation of formative self-evaluation process in schools that illustrates the importance of school leadership for integrating the process into the daily operation of the school and through establishing shared goals and gaining support among stakeholders. This study found the role of the Cluster Leader as the evaluator was to ensure that sound, valid and reliable appraisal processes were in place for school leaders and that the appraisal should be a fair and objective process. Correspondingly, Dos Santos and Rakocevic (2012) contends that school principals are required to provide their evaluators with a comprehensive analysis of their strengths and challenges of their schools and the focus of appraisal should be based on observation of their overall leadership.

4.7 Understanding of support that exist for school Leaders

The analysis found that Cluster Leaders support to school principals was in a non-judgemental way, as well as the support and enthusiasm offered to principals in their organisation by means of appropriate direction and support, ensures high performance in schools in productive ways. The Cluster Leaders role was perceived as providing the necessary support and reassurance to school principals towards

helping them develop their strengths and align their goals with the goals of the organization. Further, it was found that management cannot function in isolation. The contributions of District offices in building a support structure between, principals and staff as well as supporting school leaders for the effective sharing of best practices is required. The participants emphasised that networking enabled them to develop supporting relationships with people who worked in different departments in the education sector especially when they needed information. Participants indicated that principals do benefit from communicating with principal colleagues. Participants highlighted that the of principal colleagues was of vital importance because they could share first- hand experiences, strategies, relevant resources, as well as their provision of emotional support and a sympathetic ear. Also, it was found that principals often face isolation at their schools and therefore find value in networking opportunities and remain in close contact with several colleagues. The findings also showed that having developed strong collegial relationships with fellow principals was important so that they could consult on specific situations, seek advice, and sympathy. Furthermore, the participants indicated that networking support amongst principal colleagues involved dissemination and sharing of information, and the creation of peer support networks and ongoing collaboration with other school leaders who faced similar challenges relating to their schools. Similarly, Union 1 contends:

> *Several principals are making use of Wats App groups for instance to connect their staff members with whatever communication they receive by their Cluster Leaders. Also, there is GDE Communicator in which principals are formally informed with memos and can escalate information through to all other staff members. E-mails are used by the Cluster Leaders to distribute formal memos. GDE Head Office usually sends those memos to all the people that are connected. There are e-mails, there are SMS for instance for data that is being submitted, there is WhatsApp groups, there is Outlook e-mails, systems like personal e-mails. So, there is a lot of network and groups that assist the principal to ensure that everybody knows what's going on*.

Likewise, CL 1 explains:

> *Sometimes you learn better from your peers than from your Superior because you are in the same situation. Many schools although they are different, they experience similar issues and that happens often where you experience a problem, and you don't know how to deal with it and you phone your neighbour who you know has dealt with such a problem before and he can advise you and you can make a more informed decision. What*

we also do is in our Cluster we do not specifically pair schools together, but all schools communicate. We have a WhatsApp group on which we all communicate with one another. In other words, any one of the principals that has a question or doesn't have a document or has an issue whether its administrative, whether it is discipline whatever it can be, its put on the group and then all the other principals comment and provide support as well.

Consequently, it was found that appraisal constituted an important channel for providing arrangements of help and informed wider support structures for school principals. The study identified that the integrated quality management system aimed at identifying specific needs of principal's, schools, and district offices; as well as providing support for continued growth, promoting accountability, monitoring of institution's overall effectiveness; and evaluating principals' performance. In fact, it was highlighted that appraisers needed to prepare for professional development and the provision of support for the implementation of appraisal. Also, Jensen and Reich (2011) confirm that effective peer observation builds and promotes trust and mutual support among the colleagues.

4.8 Strategies school Leaders use for the effective IQMS implementation

The analysis in this theme focuses on the strategy's principals use for the effective IQMS implementation in their schools. In this study principals used strategies to manage work intensification and to fulfil the various expectations placed upon them by the different stakeholders according to the needs of their respective school contexts. This theme located those strategies as tools assisted school principals to develop and implement targeted improvement plans, meet accountability demands, engage in strategic planning, utilize available supports, and consider other available strategies to create school environments that focus on the diverse needs of 21st century schools. Further it was indicated that strategies helped principals to meet their professional expectations as well as to manage the competing accountabilities expectations. Further, principals recognized prioritization and delegation as viable strategies to circumvent time constraints, given that there was insufficient time to conduct instructional leadership. Likewise, CL 5 contends:

One of the strategies that they have put in place is delegation and is one of the issues. Strategies to ensure that whatever it is that they have identified as needs in the SIP are taken care and are being met. Those strategies have yielded positive results because issues of monitoring and evaluation is considered.

Therefore, the importance of strategies was outlined and aimed at improving the quality and performance of school leaders as well as development opportunities for aspirant leaders, and educational change that could strengthen the organisation. Therefore, the literature also discussed an assumption within the department through the district office that needed to conduct effective monitoring and evaluation so that they could be aware of school performance and be able to design school improvement plans that were based on their identified shortfalls. Conversely, it was claimed that external monitoring and evaluation needed to be complemented by school-based evaluation strategies (that were enhanced in the IQMS) because of capacity building programs. Further, De Clercq (2008) argues that District authority and capacity should be actively and urgently developed with innovative and effective strategies to assist schools to develop their internal organizational and instructional capacity. Therefore, school evaluation should lead to school improvement process but through different district school support and monitoring, De Clercq (2008). Finally, the principals in this study asserted that the strategies they used to fulfil their work-place responsibilities helped them meet accountability expectations and other development appraisal expectations

4.9 Conclusion

Conclusions in accordance with the research aims of this study, this chapter presented the findings, interpretation, and discussion of the data obtained from the interviews of this study. The one-on-one, semi structured interviews and questionnaires were the primary tools that were used to collect data from participants. Various themes were extracted from the research questions asked, these themes and discussions were classified according to the research objectives of the study as outlined in chapter one. The next chapter outlines the study summary, conclusions, recommendations as well as the limitations of the study and the implications for future research.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The previous chapter dealt with data presentation and discussion. This chapter presents the study summary, conclusions, recommendations as well as the limitations of the study and implications for future research.

5.2 Study summary

In Chapter One of the research study a detailed description of the background to the study, purpose of the study, statement of the problem, rationale for the study, and the main research question and sub questions.

In Chapter Two, the scholarly views were presented on the duties, roles, and responsibilities, followed by the professional development for school leaders. Particular attention was paid to the contradictory multiple accountabilities school principals encounter daily. The Integrated Quality Management System (IQMS), the challenges of classroom teaching of the first four performance standards as well as the challenges facing the administering of IQMS for school principals. Also, the performance appraisal system, the rationale for principal's appraisal as well as performance management and the scoring of school principals, the assumptions held on principal's appraisal. The support structures for school principals and lastly the strategies employed by school principals during the implementation of IQMS.

Additionally, it was established in the literature that for the past seventeen years, studies have been done on IQMS in schools. Despite all the measures put in place to strengthen its implementation, schools continued to experience challenges. Therefore, this study aimed at IQMS and school accountability and the implications thereof for school leaders. The literature showed that in many countries such as New Zealand, Australia and Canadian province of Ontario, England, Ireland. Northern Ireland, Sweden, Scotland and across Organisation for Economic Co-Operation and Development countries principals' responsibility towards the school operation making sure that regulations are correctly implemented within the legislative framework. In fact, as highlighted in these countries' principals' work is

multifaceted, and complex given that much of their accountability-based work competes and overlaps, Pollock and Hauseman (2015).

In Chapter Three, the design and methodology that was adopted for the study was discussed. This research study was broadly located within the interpretivist paradigm. The location of this research was chosen to highlight within the interpretivist paradigm to better understand and interpret a specific context than to generalise or replicate the study. According to interpretivist researchers “knowledge is created in the interaction among researchers and participants”. This research study adopted an interpretive, mixed methods approach. Accordingly, qualitative approach in the study gives a broad class of empirical procedures designed to describe and interpret the experiences of research participants in a context-specific setting, Denzin and Lincoln (2000). Whist the quantitative research approach investigates general trends across population and focuses on numbers, Meyers (2009, p. 8). Therefore, this research study relied on the questionnaire for numerical data only.

Chapter Four dealt with the analysis of the data and the discussions, interpretation of the data for this study. In this research study seven themes emerged during the analysis of data. It was evident throughout the research that principals’ roles have expanded significantly over the past decade and many feel unprepared to meet the new demands of their job due to role conflict. School principals should be professionally developed and capacitated into their positions with the necessary skills, knowledge, and support to promote quality education and performance as well as address the gap in principalship role. Also, multiple forms of accountabilities compete for school principals time and attention and demands high levels of responsibility. The IQMS process expects principals to be responsible to conduct performance appraisal within their schools according to legislative requirements as well as policy- based requirements. Principals face pressure in implementing the IQMS policy as it conflicts with their internal school priorities. Furthermore, IQMS was an added role and further reduced the time spent on daily school tasks. Principals’ performance was assessed in terms of the IQMS which was mandatory and as agreed upon in the Educator Labour Relations Council (ELRC of 2003). It was found in this study that school principals’ colleagues were vitally important to share the same experiences and strategies. School principals networking for

support and information to meet daily challenges was relatively important to meet workplace accountability expectations. However, effective strategies for the implementation of IQMS at school level for school principals were deemed important to enable them to meet the adverse needs within their schools. Strategy's school principals used to navigate their workplace responsibilities assisted them to meet accountability expectations and IQMS implementation expectations.

Chapter five dealt with the study summary, conclusions, recommendations, limitations for the study and the implications for further research.

5.3 Conclusions

A key insight is that principals viewed IQMS as an additional role to other roles assigned to them and did not view IQMS through the lens of a vehicle for personal growth and development. Furthermore, policies are changing unceasingly and one such policy is QMS, Collective Agreement 2 of (2020) whereby school principals are expected to implement the process and evaluation phase as per the management plan for 2021. Therefore, policy makers need to pay adequate attention in ensuring credibility and competences of those evaluating school principals. Principal's evaluations are inconsistently administered and measured. Principals face accountability dilemma due to accountability overload, (Bovens, Schillemans & Hart, 2008). Since, IQMS is an integral part of accountability, principals need to learn from pitfalls and move forward towards their aspirational role, ascending in their duties, roles, and responsibilities in their schools. Therefore, principals need to implement the following **"ASCEND"** acronym approach to the last phase of IQMS implementation:

A – Aspire to expand the IQMS territory.

S _ Seek new learning opportunities.

C _ Connect with those who know more (DoE and Cluster Leaders).

E _ Embrace IQMS with compassion. Embrace feedback from Cluster Leaders for better improvement.

N _ Navigate the unchartered territory of IQMS. Navigate stumbling roadblocks and challenges of the IQMS pandemic.

D _ Dare principals to step out of their comfort zone and get involved in classroom teaching. Gaining a true meaning of the first four performance standards.

One shift that will take place as the education system and the country gradually returns to normalcy will be Quality Management System (QMS) training for school principals and school-based educators. In fact, DBE and ELRC has put the shoulder to the wheel for the phasing in approach of QMS implementation for school principals from the 01 January 2021. The old IQMS is on route in becoming obsolete for school principals, paving its way for the embracement of QMS which aims to assess the extent to which school principals will perform with integrity their job descriptions to improve levels of accountability in schools. In fact, school leaders need to exercise their leadership muscle in the last phase of IQMS implementation and rise after stumbling from the uncertain challenges of the IQMS pandemic. Despite new roles within the organisation, principals cannot duck the IQMS appraisal and the first four performance standards although it is hard and uncomfortable, it is prescriptive and mandatory. The DoE needs to learn how to carry out its mandate amid the IQMS pandemic and rise above the policy gaps. In fact, principals should not be led to believe that the DoE is sending out conflicting information about whether principals should go to class and be evaluated on the first four performance standards. Further, the prevalence of the Covid-19 pandemic in 2020 has resulted in changes in the education sector, within the IQMS evaluation landscape. The Covid-19 pandemic brought about challenges with face-to-face IQMS appraisal. The Covid-19 pandemic has impacted everyone's performance reviews in one way or another. However, the Covid-19 pandemic has added additional roles and responsibilities to the duties of principals, making it a rough year for school principals and most haven't been performing at peak capacity. Regardless of how weird the 2020 year has been, principals were able to complete their performance review with confidence and a hefty dose of compassion and understanding, despite the Covid-19 pandemic. Lastly, despite the Covid-19 pandemic there are silver strings to the mayhem and that is the implementation of QMS for school principals from 01 January 2021 to strengthen accountability.

5.4 Recommendations for future research

Firstly, the duties, roles, and responsibilities of school principals have intensified over the years and the Department of Education should consider the demanding role of the school principal when evaluating principals on the IQMS process. The

role needs to be redefined and re-organised to ensure effective management because the heavy workload of school principals was a deterring factor to principalship. Furthermore, the SASP of (2015) articulating the core purpose of principalship should be revisited to accommodate the added roles and responsibilities of Covid-19 free schools in the coming years.

Secondly, the South African Council for Educators (SACE) and the Continuous Professional Teacher Development (CPTD) system should continue to award credits for professional development activities to upgrade principals, DoE (2005, p. 17). Further, all newly appointed school principals should be required to complete Compulsory Induction Programme to be in a better position to prepare for their role of principalship. Professional development and streamlining of principal's job duties should be endorsed with partnerships with universities and non-profit organisations in the training of school principals. Finally, in this recommendation the demands of professional development of school leadership requires all school principals whether in a public secondary or primary school to have a deep and robust understanding of Covid-19 management skills, although it is challenging for school principals to become an expert in Covid-19 management and maintain the responsibility to be a Covid-19 free school.

Thirdly, it would be interesting to see how the multiple forms of accountability impact other secondary and primary school principals in other Districts in the Ekurhuleni Region. Also, bureaucratic accountability as follow up research could examine how the work of other public-school principal's work is influenced because they must navigate numerous accountabilities and administration tasks in addition to National and Provincial mandates. Additionally, it would be interesting to discover whether market accountability is more prominent in other public schools and the impact on the principals' "workload". Although accountability is seen as a "mantra" in the daily educational arena of principalship, it should not be viewed as accountability driven job and should not compromise principalship within the face of the community.

Fourthly, IQMS has become a process of fulfilling bureaucratic requirements for performance measurement with greater emphasis being placed on policy mandates. This study if probed further could elicit a better understanding of how

school leaders view the validity, reliability, and fairness of their IQMS evaluation and the instrument. Unions, amongst others examined the perceptions of school principals and weighed the IQMS pandemic in different school settings and agreed that the IQMS be streamlined and rebranded, Collective Agreement 02 of (2020). Amendment of the IQMS policy to QMS, Collective Agreement 2 of (2020) might assist to resolve the ongoing tension between classroom teaching and IQMS compliance. Further capacitating Cluster Leaders from all fifteen Districts in the QMS implementation process should be on the agenda. The same study should be taken further by conducting research in different Districts to compare what school principals from different Districts suggest on the attainable reality of QMS implementation in their institutions to achieve high levels of school performance or is it an elusive dream of compliance because it is a government policy.

The next recommendation examines the appraisal of school principals that needs to be re-organised and redefined and may require an analysis of the relationship between current government education mandates and district-level initiatives, needs and priorities. Schools and districts need to consider more proactive ways to support principals in the appraisal and must calibrate evaluation reliability measures. Additional research may better understand how school leaders view development appraisal against a valid, reliable, and fair performance management instrument. Furthermore, when adding the dimension of development appraisal, the study can examine the enduring beliefs held by the principals' as new challenges, pressures, or situations presented in the upcoming new QMS appraisal of school principals are presented in the phasing in process due to Covid-19 in 2021. Lastly, performance management and development appraisal may be more effective if the Department officials can encourage and motivate improvement among school principals by providing meaningful opportunities to build the capacity of schools, making school improvement an obtainable reality and not a distant fallacious dream.

The next recommendation examines how schools and outside agencies can assist school principals meet the different accountabilities by providing training, specific information, and support as required. Also, it would be interesting to examine how principal colleagues from different districts share first-hand experiences, strategies, and support to each other to meet work-place accountability expectations. Further,

future research would benefit school leaders by having positive relationships with principals who work in different schools in different districts in the Gauteng Province by communicating via WhatsApp, Telegram groups or virtual teams meeting to share information and to look to colleagues for support. Thus, more Regional and Provincial opportunities should exist for principals to network with other principals to better manage their responsibilities associated with the role.

The final recommendation examines the proactive ways schools and districts consider in placing strategies for managing principal's appraisal. Further research should examine the perceptions of school principals in negotiating the strategy of prioritizing IQMS expectations and the implementation can be addressed by fulfilling the requirements of the IQMS policy within the school. School principals must compile strategies that best suit the needs of their school to ensure success or failure of the IQMS implementation process, since principals are responsible for overseeing the IQMS process.

5.5 Limitations of the study

According to Burns and Grove (2003:42), limitations are restrictions in a study that may decrease the credibility and generalisability of the findings. Limitations in this study identified that principals were evaluated on the same performance standards as that of post level one educators. Summative evaluation for high school principals were not realistic because it coincided with the planned National Senior Certificate matriculation examination. Furthermore, IQMS summative evaluation was unfairly implemented because the design allowed educators the opportunity to prepare throughout the year for the inevitable summative evaluation at the end of the year, whilst school principals were overwhelmed with National and Provincial directives and mandates as well as other daily responsibilities which left principals with limited time to prepare for their IQMS appraisal with their Cluster Leaders. Also, the findings of this study were only limited to the Development Support Group of the sampled schools in the Ekurhuleni South District and only in one out of the fifteen Districts in the Gauteng Province, whist other principals who were receivers of the IQMS process in the other Districts was not included. In addition, to these limitations, the availability of South African literature on the successful implementation of the IQMS implementation for school leadership was found to be

scarce, whilst literature in Western countries was over-represented. Limitations in this study were due to the unforeseen Covid-19 pandemic that affected the country and worldwide countries with nationwide lockdown. Subsequently, gaining access to schools posed a problem as principals were reluctant to be interviewed due to Covid-19 lockdown level 5 restrictions. The methodology for data collection from the one-time semi-structured interviews conducted with participants was otherwise disrupted due to early closure of schools and due to the outbreak of the corona virus pandemic nationwide. As a result, due to denied access to schools some principals and the affiliated unions were interviewed by means of WhatsApp during the Covid-19 level 5 lockdown at their homes and not at their proposed schools. Time constraints also played a factor in limiting the research, because not infringing on principals contact time had to be considered because some of the one -time interviews had to be conducted after school hours in the principal's office but conversely, some of the participants interviewed through WhatsApp during level 5 lockdown of Covid-19 had to sacrifice their personal time outside the school for the purpose of this research.

5.6 Implications for future research

This research study has several implications for school principal's performance appraisal as well as school principals' duties, roles, and responsibilities in schools. The role of school principals can be turned around if principals are recognised as leaders and managers of schools and not be equated to the class teacher. Subsequently, in this study there was no evidence that participants were not complying with policy mandates or leadership responsibilities, but there was evidence that to manage their duties, roles and responsibilities, they were forced to spend less time than needed on different aspects of the role so that they could meet all the demands of the role. Therefore, the school principalship toolbox may need to be reorganised and readapted with regards to the increasing and complex role to operate in a more simplified role in the future.

School principals need Professional Development. Therefore, in today's day and age and the fast pacing of technology, school principals must have the requisite skills and professional development knowledge to function in the ever-increasing demands of their job. According to Alvoid and Black (2014) the demands on the

instructional leadership roles of the school principal requires a deep and robust understanding of content and standards. Professional development programmes should address the overwhelming workload that compromise school principals' work. Also, for new school principals to hold their positions, formal development workshops are required and should be prescriptive and mandatory for capacitation purposes and for sustainable school improvement.

School principal's multiple forms of accountabilities needs to be considered. Public secondary and primary school principals indicated in the findings that their work was driven by multiple forms of accountability (bureaucratic, performance-based, professional, legal, political and market accountability). These multiple forms of accountability must be managed in their work as school principals. Therefore, the multiple forms of accountability, conflicts due to the involvement of the different responsibilities. Thus, subsequently, accountability has become a constituted tool within the education toolbox. Consequently, accountability has become the pandemic of IQMS and therefore, light needs to be shed on innovative ways to manage the multiple and competing forms of accountabilities.

School principal's implementation of IQMS needs to be rebranded. Accordingly, the evidence indicated that IQMS in the researched schools was done in line with the Resolution 8 of (2003) but without consistency. This was evident by the exemplars whereby school principals were scored in the first four performance standards whereby they do not teach. Evidence showed that school principals' IQMS scores contradicted with the policy Resolution 8 of (2003). According to Weber (2002) this evaluation process is in contradiction because the purpose of IQMS is to constantly improve the quality of learning and teaching. Evidently, this has compromised the effective implementation of IQMS in the researched public schools. Consequently, IQMS is completed for compliance purposes because it is a government policy. In fact, the IQMS policy should be reviewed taking into consideration the varied workload of school principals for transparent implementation. Therefore, the amendment of the IQMS would assist to resolve the ongoing tension between classroom teaching and performance-based accountability.

School principals' development appraisal has contributed to the principal's changed landscape. Research undertaken in this study indicated that the performance

standards were prescriptive and mandatory and produced tensions onto school principals with regards to the curriculum and classroom teaching and compromised the appraisal system because development appraisal was conducted for compliance purposes. In addition, Macbeth (2006) criticised the standardised evaluation policies and protocols that created major problems in the appraisal process of school principals. Furthermore, National and Provincial department needs to consider more proactive ways to appraise school principals. Performance appraisal of school principals as discussed by participants reported concerns due to lack of time to engage in classroom teaching and other responsibilities. School principal's appraisal needs to be re-organised due to the inconsistency in the development appraisal process.

School principals need support systems to manage their numerous roles in schools. Therefore, school principals networking for support and information is of utmost importance and should be considered to help them meet daily challenges. According to Alvoid and Black (2014) light needs to be shed on innovative ways in which Districts support school principals to meet the ever-increasing demands placed upon them. Therefore, school principals can benefit from forging positive relationships with Cluster Leaders for information sharing sessions which could help them to overcome their daily challenges. There should be continuous support for school principals as well as increase networking opportunities so that school principals can create future support networks.

School principals need strategies in place to fulfil their daily duties, work responsibilities and accountability expectations. School principals need to use prioritization and delegation as strategies to manage time constraints. School principals are expected to develop strategies that enables them to meet the adverse needs within their schools.

5.7 Conclusion

Future research studies should be undertaken in establishing greater awareness on the work intensification allocated to school principals. Therefore, these implications are demarcated for the Provincial Department of Education and school principals as well as affiliated unions for further research.

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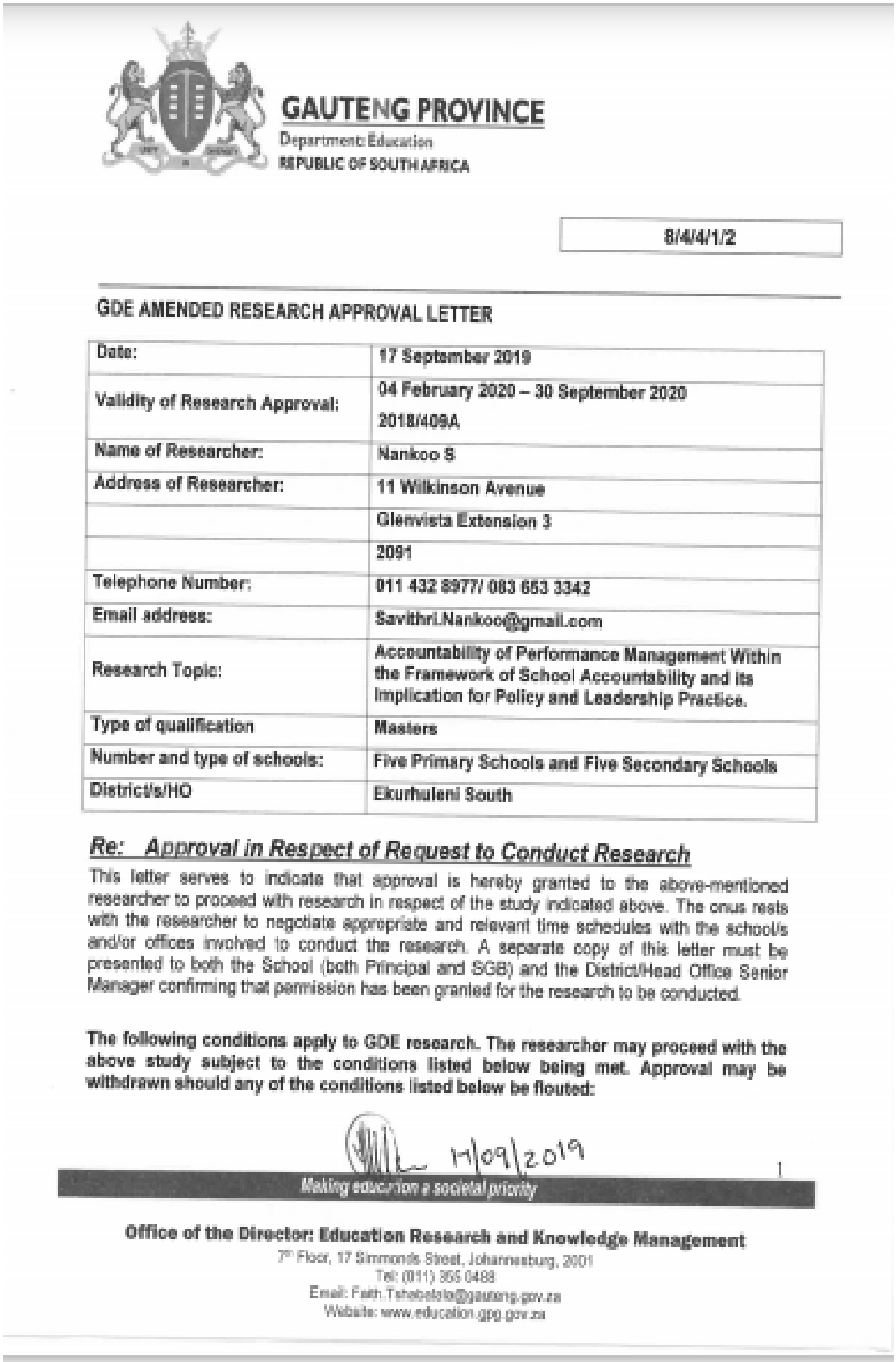
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APPENDICES

Research Approval Letter to Conduct Research



GAUTENG PROVINCE
Department:Education
REPUBLIC OF SOUTH AFRICA

8/4/4/1/2

GDE AMENDED RESEARCH APPROVAL LETTER

Date:	17 September 2019
Validity of Research Approval:	04 February 2020 – 30 September 2020 2018/409A
Name of Researcher:	Nankoo S
Address of Researcher:	11 Wilkinson Avenue
	Glenvista Extension 3
	2091
Telephone Number:	011 432 8977/ 083 653 3342
Email address:	SavithriLNankoo@gmail.com
Research Topic:	Accountability of Performance Management Within the Framework of School Accountability and its Implication for Policy and Leadership Practice.
Type of qualification	Masters
Number and type of schools:	Five Primary Schools and Five Secondary Schools
District/s/HO	Ekurhuleni 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 to conduct the research. A separate copy of this letter must be presented to both the School (both Principal and SGB) and the District/Head Office Senior Manager confirming that permission has been granted for the research to be conducted.

The following conditions apply to GDE research. The researcher 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:

17/09/2019

Making education a societal priority

Office of the Director: Education Research and Knowledge Management
7th Floor, 17 Simmonds Street, Johannesburg, 2001
Tel: (011) 355 0488
Email: Faith.Tshabalala@gauteng.gov.za
Website: www.education.gpg.gov.za

1. *Letter that would indicate that the said researcher/s has/have been granted permission from the Gauteng Department of Education to conduct the research study.*
2. *The District/Head Office Senior Manager/s must be approached separately, and in writing, for permission to involve District/Head Office Officials in the project.*
3. *A copy of this letter must be forwarded to the school principal and the chairperson of the School Governing Body (SGB) that would indicate that the researcher/s have been granted permission from the Gauteng Department of Education to conduct the research study.*
4. *A letter / document that outline 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, respectively.*
5. *The Researcher will make every effort obtain the goodwill and co-operation of all the GDE officials, principals, and chairpersons of the SGBs, teachers and learners involved. Persons who offer their co-operation will not receive additional remuneration from the Department while those that opt not to participate will not be penalised in any way.*
6. *Research may only be conducted after school hours so that the normal school programme is not interrupted. The Principal (if at a school) and/or Director (if at a district/head office) must be consulted about an appropriate time when the researcher/s may carry out their research at the sites that they manage.*
7. *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.*
8. *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.*
9. *It is the researcher's responsibility to obtain written parental consent of all learners that are expected to participate in the study.*
10. *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.*
11. *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.*
12. *On completion of the study the researcher/s must supply the Director: Knowledge Management & Research with one Hard Cover bound and an electronic copy of the research.*
13. *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.*
14. *Should the researcher have been involved with research at a school and/or a district/head office level, the Director 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

.....

Mr Gumani Mukatuni
Acting CES: Education Research and Knowledge Management

DATE: 17/09/2019

Office of the Director: Education Research and Knowledge Management
7th Floor, 17 Simmonds Street, Johannesburg, 2001
Tel: (011) 355 0488
Email: Faith.Tshabalala@gauteng.gov.za
Website: www.education.gpg.gov.za

Research Ethics Review Approval Clearance Certificate

UNIVERSITY OF THE WITWATERSRAND JOHANNESBURG

Research Office

HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)
R14/49 Nankoo

CLEARANCE CERTIFICATE	**PROTOCOL NUMBER: H19/08/29**
PROJECT TITLE	The integrated quality management system and school accountability: Implications for policy and leadership practice
INVESTIGATOR(S)	Mrs S Nankoo
SCHOOL/DEPARTMENT	Education/
DATE CONSIDERED	16 August 2019
DECISION OF THE COMMITTEE	Approved
EXPIRY DATE	02 February 2023

DATE 03 February 2020 **CHAIRPERSON**
(Professor J Knight)

cc: Supervisor : Dr B Johnson

DECLARATION OF INVESTIGATOR(S)

To be completed in duplicate and **ONE COPY** returned to the Secretary at Room 10004, 10th Floor, Senate House, University. Unreported changes to the application may invalidate the clearance given by the HREC (Non-Medical)

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee. **I agree to completion of a yearly progress report.**

_____ _____/_____/_____
Signature **Date**

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES

Appendix 1: Participant Information Sheet, Consent Letters

2 Robin Close
Office Infinity Park
Meyersdal/ Alberton
1447

Researcher: Mrs Savithri Nankoo

Cell Phone: 0836533342/Work: 011-3896264

The District Director

Sir/Madam

SUBJECT: REQUEST FOR PERMISSION TO CONDUCT ACADEMIC RESEARCH IN THE EKURHULENI SOUTH DISTRICT SCHOOLS

I am an Education Master's student at the University of Witwatersrand. I am also the Deputy Chief Education Specialist in the Performance Management and Development Directorate in the Ekurhuleni South District. I am undertaking a research study titled: **Integrated Quality Management System And School Accountability: Implications For Policy And Leadership Practice.** The purpose of this study is to: Understand how school principals' experience and practice their role in the context of IQMS accountability and the implications for policy and leadership practice.

The data will be collected by means of semi-structured interviews. At least ten principals of public primary and secondary schools situated in township and affluent suburbs will be interviewed using semi-structured interviews. Each interview will last about thirty to forty five minutes in the principals' office after school hours. Principals will include males and females who have served for more than three years at the schools. Six to eight Cluster Leaders and three Unions will also be interviewed using semi-structured interviews which will last about thirty to forty five minutes to elicit data.

My final report of this data will be made available to all research participants who will be in a position to have a better understanding of accountability of policy implication of the performance management system within the school and leadership context. On completion of the study a copy of the report will be made available to the Department of Education.

Thanking you in anticipation of a favourable response.

Yours sincerely

Nankoo.S. (Mrs)

GAUTENG PROVINCE
19 AUG 2013

Letter to the Principal (Participant Information Sheet)

3 September 2019

Dear Sir/Madam

My name is Savithri Nankoo, a MEd student in the School of Education at the University of the Witwatersrand Johannesburg. As part of my studies I must undertake a research report, and I am investigating: The Integrated Quality Management System and School Accountability: Implications for Leadership Practice.

The aim of this research project is to find out how school principals understand, experience and practice their role in the context of performance management of the IQMS policy and its implications for its leadership practice.

As part of this project I would like to invite you to take part in an interview. This activity will involve semi-structured interviews and will take 30 to 45 minutes at a time and place convenient to you. With your permission, I would also like to record the interview using a digital device. Kindly note, that I have been granted permission by the Gauteng Department of Education to interview your school.

Please be advised that you will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties for not participating. You may withdraw at any time or not answer any question if you do not want to without prejudice. The interview will be completely confidential and anonymous as I will not be asking for your name or any identifying information, and the information you give me will be held securely and not disclosed to anyone else. If you experience any distress or discomfort, I will stop the interview or resume at another time. All research data will be destroyed between 3-5 years after completion of the project. This study has minimal risks. However, participating in this study may provide opportunities for reflection on your work and a heightened awareness of how principals may or may not be experiencing performance based accountability.

If you have any questions afterwards, feel free to contact me. This study will be written up as a MEd research report. If you wish to receive a summary of this report, I will be happy to send it to you. I look forward to your response as soon as it is convenient. Upon agreement you will receive a copy of the questionnaire to the interview to complete.

Yours sincerely

Nankoo

Savithri Nankoo

E-mail: Savithri.Nankoo@gauteng.gov.za

Cell: 0838633342

Supervisor's Name: Dr Bernadette Johnson

E-mail: bernadette.johnson@wits.ac.za **Cell: 0725193337**

Letter to the Affiliated Union (Participant Information Sheet)

3 September 2019

Dear Sir/Madam

My name is Savithri Nankoo, a MEd student in the School of Education at the University of the Witwatersrand Johannesburg. As part of my studies I must undertake a research report, and I am investigating: The Integrated Quality Management System and School Accountability: Implications for Leadership Practice.

The aim of this research project is to find out how school principals' understand, experience and practice their role in the context of performance management of the IQMS policy and its implications for leadership practice.

As part of this project I would like to invite you to take part in an interview. This activity will involve semi structured interviews and will take 30 to 45 minutes at a time and place convenient to you. With your permission, I would also like to record the interview using a digital device. Kindly note, that I have been granted permission by the Gauteng Department of Education to interview the schools.

Please be advised that you will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties for not participating. You may withdraw at any time or not answer any question if you do not want to without prejudice. The interview will be completely confidential and anonymous as I will not be asking for your name or any identifying information, and the information you give me will be held securely and not disclosed to anyone else. If you experience any distress or discomfort, I will stop the interview or resume at another time. All research data will be destroyed between 3-5 years after completion of the project. This study has minimal risks. However, participating in this study may provide opportunities for reflection on your work and a heightened awareness of how principals may or may not be experiencing performance based accountability.

If you have any questions afterwards, feel free to contact me. This study will be written up as a MEd research report. If you wish to receive a summary of this report, I will be happy to send it to you. I look forward to your response as soon as it is convenient.

Yours sincerely



Savithri Nankoo

E-mail: Savithri.Nankoo@gauteng.gov.za

Cell: 0836533342

Supervisor's Name: Dr Bernadette Johnson

E-mail: bernadette.johnson@wits.ac.za **Cell: 0725193337**

Letter to the Cluster Leader (Participant Information Sheet)

3 September 2019

Dear Sir/Madam

My name is Savithri Nankoo, a MEd student in the School of Education at the University of the Witwatersrand Johannesburg. As part of my studies I must undertake a research report, and I am investigating: The Integrated Quality Management System and School Accountability: Implications for Leadership Practice.

The aim of this research project is to find out how school principals understand, experience and practice their role in the context of performance management of the IQMS policy and its implications for leadership practice.

As part of this project I would like to invite you to take part in an interview. This activity will involve semi structured interviews and will take 30 to 45 minutes at a time and place convenient to you. With your permission, I would also like to record the interview using a digital device. Kindly note that I have been granted permission by the Gauteng Department of Education to interview the school in your cluster. Please be advised that you will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties for not participating. You may withdraw at any time or not answer any question if you do not want to without prejudice. The interview will be completely confidential and anonymous as I will not be asking for your name or any identifying information, and the information you give me will be held securely and not disclosed to anyone else. If you experience any distress or discomfort, I will stop the interview or resume at another time. All research data will be destroyed between 3-5 years after completion of the project. This study has minimal risks. However, participating in this study may provide opportunities for reflection on your work and a heightened awareness of how principals may or may not be experiencing performance based accountability.

If you have any questions afterwards, feel free to contact me. This study will be written up as a MEd research report. If you wish to receive a summary of this report, I will be happy to send it to you. I look forward to your response as soon as it is convenient.

Yours sincerely

Savithri Nankoo

E-mail: Savithri.Nankoo@gauteng.gov.za

Cell: 0836533342

Supervisor's Name: Dr Bernadette Johnson

E-mail: bernadette.johnson@wits.ac.za Cell: 0725193337

INFORMED CONSENT (School Principal)

Please fill in the reply slip below if you agree to participate in my study called:

The Integrated Quality Management System and School Accountability: Implications for Leadership Practice

I _____ agree to participate in this research project. I understand that:

- My name and information will be kept confidential and safe and that my name and the name of my school will not be revealed.
- I do not have to answer every question and can withdraw from the study at any time.
- I can ask not to be audiotaped.
- All the data collected during this study will be destroyed within 3-5 years after completion of my project.

Please Cross One

I agree that my participation will remain anonymous.

YES	NO

I agree that the researcher may use anonymous quotes in this research report.

YES	NO

I agree that the interview may be audiotaped.

YES	NO

The research has been explained to me and I understand what my participation will involve.

_____ _____

Signature **Date**

INFORMED CONSENT (School Cluster Leader)

Please fill in the reply slip below if you agree to participate in my study called:

The Integrated Quality Management System and School Accountability: Implications for Leadership Practice

I _____ agree to participate in this research project. I understand that:

- My name and information will be kept confidential and safe and that my name and the name of the
- school will not be revealed.
- I do not have to answer every question and can withdraw from the study at any time.
- I can ask not to be audiotaped.
- All the data collected during this study will be destroyed within 3-5 years after completion of my project.

Please Cross One

I agree that my participation will remain anonymous.

YES	NO

I agree that the researcher may use anonymous quotes in this research report.

YES	NO

I agree that the interview may be audiotaped.

YES	NO

The research has been explained to me and I understand what my participation will involve.

_____ _____

Signature **Date**

INFORMED CONSENT (Affiliated Union)

Please fill in the reply slip below if you agree to participate in my study called:

The Integrated Quality Management System and School Accountability: Implications for Policy and Leadership Practice

I _____ agree to participate in this research project. I understand that:

- My name and information will be kept confidential and safe and that my name and the name of my union will not be revealed.
- I do not have to answer every question and can withdraw from the study at any time.
- I can ask not to be audiotaped.
- All the data collected during this study will be destroyed within 3-5 years after completion of my project.

Please Cross One

I agree that my participation will remain anonymous.

YES	NO

I agree that the researcher may use anonymous quotes in this research report.

YES	NO

I agree that the interview may be audiotaped.

YES	NO

The research has been explained to me and I understand what my participation will involve.

_____ _____

Signature **Date**

Principal's Interview Questionnaire on the Integrated Quality Management System and School Accountability: Implications for Leadership Practice.

Dear Sir/Madam

You are kindly requested to complete the following questionnaire on The Integrated Quality Management System and School Accountability: Implications for Leadership Practice.

The aim of this research project is to find out how school principals understand, experience and practice their role in the context of performance management of the IQMS policy and its implications for leadership practice. Kindly note, that I have been granted permission by the Gauteng Department of Education to undertake the research report at your school.

As part of this MEd project I would like to invite you to take part in the questionnaire. This activity will involve completing the questionnaire by ticking the correct answer in the block. It is against this background that a structured questionnaire was designed as it is one of the most effective ways of eliciting opinions on a large scale. Your opinion is important since, you are directly involved with what happens at school. We are aware of the fact that without your opinion the information is not credible.

Please be advised that you will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties for not participating. You may withdraw at any time or not answer any question if you do not want to without prejudice. The questionnaire will be completely confidential and anonymous as I will not be asking for your name or any identifying information, and the information you give me will be held securely and not disclosed to anyone else. All research data will be destroyed between 3-5 years after completion of the project. There are no correct or incorrect answers, only your honest opinion is required. This study has minimal risks. However, participating in this study may provide opportunities for reflection on your work and a heightened awareness of how principals' may or may not be experiencing performance based accountability.

If you have any questions afterwards, feel free to contact me. This study will be written up as a MEd research report. If you wish to receive a summary of this report, I will be happy to send it to you. I look forward to your response as soon as it is convenient.

Yours sincerely

Savithri Nankoo

E-mail: Savithri.Nankoo@gauteng.gov.za

Cell: 0836533342

Supervisor's Name: Dr Bernadette Johnson E-mail: bernadette.johnson@wits.ac.za Cell: 0725193337

APPENDIX 2

GUIDELINES FOR THE SEMI-STRUCTURED INTERVIEW

INTERVIEW SCHEDULE FOR SCHOOL PRINCIPALS

Dear Participant, this interview is designed to collect data from principals that will help in MEd research entitled, “The Integrated Quality Management System and School Accountability: Implications for Leadership Practice”. You are therefore chosen to be part of this research. Confidentiality and anonymity will be assured. These guidelines will be used only to ensure that important issues are included in the discussion, but participants will be allowed to raise issues that are of concern to them in between the questions. Thank you in advance for accepting to participate.

Question 1

1. Can you tell me about your professional career up to this point?

Probe for:

How long have you been a principal? How long in current school?

Worked in another school?

Question 2

2. What are your main duties/ roles and responsibilities as a school leader within the school context?

Probe for:

Do you manage to carry out all your duties/roles and responsibilities as expected?

What is your highest priority as a school leader? (Vision, curriculum, administrative duties, instructional leadership etc.)

Who determines that priority? In other words, in what ways do others or other expectations contribute to the priorities you hold as a school leader?

What would you regard as additional to your roles and responsibilities?

Question 3

3. From the professional development opportunities you received in the last ten years,

What was the best in your option and why?

What was the worst in your opinion and why?

Probe for

Has any professional development as a principal being connected to your performance-based accountability?

Question 4

4. What does it mean to be held accountable?

Probe for:

What do you feel accountable for and to whom are you accountable to?

What do you think is your best form of accountability and your worst form of accountability?

What is your understanding of performance-based accountability?

Which form of accountability do you feel is the most important in your school context and why?

Are there any sources or forms of accountability that conflict in your work as a principal?

Are the multiple sources of accountability contradictory or difficult to manage? How do you manage them?

Question 5

5. What is your understanding of the content of the IQMS? Do you think the IQMS policy content is about accountability or about professional development purposes or both?

Probe for:

What do you consider the general purpose of DAS and Performance Management?

What is your understanding of the content DAS and Performance Management?

Has DAS and Performance Management changed in the last ten years? In what way they have changed?

How does the DAS and Performance Management policy influence your work?

Question 6

6. What is your understanding of the content of DAS and performance management for school principals'?

Probe for:

What is your understanding of performance standard ten (Decision Making and Accountability) criteria A- Stakeholder Involvement and criteria C- Accountability and Responsibility?

How is performance standard eleven (Leadership, Communication and Servicing the Governing Body) criteria A-Leadership implemented within the context of your school?

Question 7

7. When DAS and performance management are implemented, what role does your DSG play to drive and ensure that these IQMS processes are implemented and administered?

Probe for:

Were your appraisal scores a cause of any conflict? Explain?

What are the intervals of your last performance appraisal scores as a principal?

Would you say that your appraisal system is mostly about development or mostly about meeting performance standards? Or is it a balance of both?

Can you describe some of your challenges in implementing your DAS and performance management in your school?

Question 8

8. What are some of the challenges that you face with your performance management process?

Do these challenges conflict with your roles as a principal?

Do these challenges conflict with other forms of accountability you are subjected to?

Are there any tensions in implementing the performance management policy from DoE and the parents/community (stakeholders)?

Question 9

9. What support is in place in order for school leaders to facilitate the implementation of your performance management accountability?

Probe for:

What support exists that help you manage your performance management policy implementation expectations?

What support does your Cluster Leader provide to you as a principal to overcome the problems that you experience during the IQMS implementation?

How has DAS and PM contributed towards your development?

How has the whole IQMS contributed towards the development of your school?

How as networking with principal colleagues from other schools assisted towards your development?

What support has been received from the DBE, District and PED to address areas that require improvement?

Question 10

10. What performance management accountability strategies are you currently using in the context of DAS and PM implementation in your school?

Probe for:

Do these performance management accountability strategies work for you? Why these strategies work for you?

Question 11

11. Is there anything else you would like to add or expand upon before we end this interview?

Thank you!

APPENDIX 3

INTERVIEW SCHEDULE FOR DISTRICT CLUSTER LEADERS

Dear Participant, this interview is designed to collect data from school principals in your circuits that will help in MEd research entitled “The Integrated Quality Management System and School Accountability: Implications for School Leadership Practice”. You are therefore chosen to be part of this research. Confidentiality and anonymity will be assured. These guidelines will be used only to ensure that important issues are included in the discussion but all participants will be allowed to raise issues that are of concern to them in between the questions. Thank you in advance for accepting to participate.

Question 1

What is your view on the principals’ job descriptions within the school context?

In your view do you think principals are able to manage carrying out all the duties/roles and responsibilities as expected?

Question 2

What forms of professional development opportunities have school principals received from the District in the last ten years?

What was the best in your option and why?

What was the worst in your opinion and why?

Question 3

Has DAS and Performance Management changed in the last ten years? In what way they have changed?

How does DAS and Performance Management policy influence principals’ work?

Question 4

What does it mean to be held accountable?

Probe for:

What do think are principals’ best form of accountability and their worst form of accountability?

What do you think principals are accountable for and to whom are they accountable to?

What is your understanding of performance-based accountability?

Which form of accountability do you think is the most important in the school context and why?

Are there any sources or forms of accountability that conflict in the work as a principal?

Are the multiple sources of accountability contradictory or difficult to manage? How do principals manage them?

Question 5

5. What is your understanding of the content of the IQMS? Do you think the IQMS policy content is about accountability or about professional development purposes or both?

Probe for:

What do you consider the general purpose of DAS and Performance Management?

What is your understanding of the content DAS and Performance Management?

Has DAS and Performance Management changed in the last ten years? In what way they have changed?

How does DAS and Performance Management policy influence principals' work?

Question 6

6. What is your understanding of the content of DAS and performance management for school principals'?

Probe for:

What is your understanding of performance standard ten (Decision Making and Accountability) criteria A- Stakeholder Involvement and criteria C- Accountability and Responsibility?

How is performance standard eleven (Leadership, Communication and Servicing the Governing Body) criteria A-Leadership implemented within the context of your schools?

Question 7

7. When DAS and performance management are implemented, what role do you as the DSG play to drive and ensure that these IQMS processes are implemented and administered?

Probe for:

Were principals' appraisal scores a cause of any conflict? Explain?

What are the intervals of principals' last performance appraisal scores?

Would you say that principals' appraisal system is mostly about development or mostly about meeting performance standards? Or is it a balance of both?

Can you describe some of principals' challenges in implementing DAS and performance management in your schools?

Question 8

8. What are some of the challenges that principals' face with their performance management process?

Do these challenges conflict with principals' roles?

Do these challenges conflict with other forms of accountability that principals are subjected to?

Are there any tensions in implementing the performance management policy from DoE and the parents/community (stakeholders)?

Question 9

9. What support is in place for school leaders to facilitate the implementation of their performance management accountability?

Probe for:

What support exists that help principals manage their performance management policy implementation expectations?

What support do you as the Cluster Leader provide to your principals to overcome the problems that they experience during the IQMS implementation?

How have DAS and PM contributed towards principals' development?

How has the whole IQMS contributed towards the development of your schools?

How as networking with principal colleagues from other schools assisted towards principals' development?

What support has been received from the DBE, District and PED to address areas that require improvement?

Question 10

10. What performance management accountability strategies are principals' currently using in the context of DAS and PM implementation in your schools?

Probe for:

Do these performance management accountability strategies work for principals'? Why these strategies work for principals?

Question 11

11. Is there anything else you would like to add or expand upon before we end this interview?

Thank you!

APPENDIX 4

INTERVIEW SCHEDULE FOR STAKEHOLDERS (UNIONS)

Dear Participant, this interview is designed to collect data from school principals in schools that will help in MEd research entitled “The Integrated Quality Management System and School Accountability: Implications for School Leadership Practice”. You are therefore chosen to be part of this research. Confidentiality and anonymity will be assured. These guidelines will be used only to ensure that important issues are included in the discussion, but all participants will be allowed to raise issues that are of concern to them in between the questions. Thank you in advance for accepting to participate.

Question 1

What is your view on the principals’ job descriptions within the school context?

In your view do you think principals are able to manage carrying out all the duties/roles and responsibilities as expected?

Question 2

What forms of professional development opportunities have school principals received from the District and Union in the last ten years?

What was the best in your option and why?

What was the worst in your opinion and why?

Question 3

Has DAS and Performance Management changed in the last ten years? In what way they have changed?

How does DAS and Performance Management policy influence principals’ work?

Question 4

What does it mean to be held accountable?

Probe for:

What do think are principals’ best form of accountability and their worst form of accountability?

What do you think principals are accountable for and to whom are they accountable to?

What is your understanding of performance-based accountability?

Which form of accountability do you think is the most important in the school context and why?

Are there any sources or forms of accountability that conflict in the work as a principal?

Are the multiple sources of accountability contradictory or difficult to manage? How do principals manage them?

Question 5

5. What is your understanding of the content of the IQMS? Do you think the IQMS policy content is about accountability or about professional development purposes or both?

Probe for:

What do you consider the general purpose of DAS and Performance Management?

What is your understanding of the content DAS and Performance Management?

Has DAS and Performance Management changed in the last ten years? In what way they have changed?

How does DAS and Performance Management policy influence principals' work?

Question 6

6. What is your understanding of the content of DAS and performance management for school principals'?

Probe for:

What is your understanding of performance standard ten (Decision Making and Accountability) criteria A- Stakeholder Involvement and criteria C- Accountability and Responsibility?

How is performance standard eleven (Leadership, Communication and Servicing the Governing Body) criteria A-Leadership implemented within the context of schools?

Question 7

7. When DAS and performance management are implemented, what role does the DSG play to drive and ensure that these IQMS processes are implemented and administered?

Probe for:

Were principals' appraisal scores a cause of any conflict? Explain?

What are the intervals of principals' last performance appraisal scores?

Would you say that principals' appraisal system is mostly about development or mostly about meeting performance standards? Or is it a balance of both?

Can you describe some of principals' challenges in implementing DAS and performance management in schools?

Question 8

8. What are some of the challenges that principals' face with their performance management process?

Do these challenges conflict with principals' roles?

Do these challenges conflict with other forms of accountability that principals are subjected to?

Are there any tensions in implementing the performance management policy from DoE and the parents/community (stakeholders)?

Question 9

9. What support is in place for school leaders to facilitate the implementation of their performance management accountability?

Probe for:

What support exists that help principals manage their performance management policy implementation expectations?

What support does the Cluster Leader provide to principals to overcome the problems that they experience during the IQMS implementation?

How have DAS and PM contributed towards principals' development?

How has the whole IQMS contributed towards the development of schools?

How as networking with principal colleagues from other schools assisted towards principals' development?

What support has been received from the DBE, District and PED to address areas that require improvement?

Question 10

10. What performance management accountability strategies are principals' currently using in the context of DAS and PM implementation in schools?

Probe for:

Do these performance management accountability strategies work for principals'? Why these strategies work for principals'?

Question 11

11. Is there anything else you would like to add or expand upon before we end this interview?

Thank you!

APPENDIX 5

PRINCIPALS SURVEY QUESTIONNAIRE

Dear Participant, this survey questionnaire is designed to collect data from principals that will help in MEd research entitled, “The Integrated Quality Management System and School Accountability: Implications for its Leadership Practice”. You are therefore invited to participate in completing the survey questionnaire. Confidentiality and anonymity will be assured.

Please indicate your response by ticking the relevant answer yes or no in the space provided.

SECTION A: BIOGRAPHICAL DATA

ITEM	YOUR RESPONSE	OFFICIAL USE ONLY
1. What are your years of experience as a principal? 1. 0-3 years 2. 4-6 years 3. 7-9 years 4. 10 years and above		
2. Gender (Principal) **1. Male** **2. Female**		
3. Post Level 1. PL3 2. PL4 3. PL5		
4. Race 1. African 2. White 3. Coloured 4. Asian		
5. Classification of school? 1. Primary school 2. Secondary/High school 3. Combined school 4. LSEN(Learners with special education needs)		

6. How would you classify the geographical location of your school? 1. Urban 2. Suburban 3. Rural		
7. How would you classify the Quintile ranking of your school 1. Quintile 1 2. Quintile 2 3. Quintile 3 4. Quintile 4 5. Quintile 5		

SECTION B

PLEASE TICK THE ANSWER YES OR NO IN THE CORRECT BLOCK

1. Do you manage to carry out all your duties/roles and responsibilities as expected?	YES / NO
2. Are there any sources or forms of accountability that conflict in your work as a principal?	YES / NO
3. Are the multiple sources of accountability contradictory or difficult to manage?	YES / NO
4. Has DAS and performance management changed in the last ten years?	YES / NO
5. Does DAS and performance management policy influence your work?	YES / NO
6. Has performance standard ten criteria (c) accountability and performance standard eleven criteria (a) leadership influenced the context of your school?	YES / NO

7. Does your DSG play a role to drive and ensure that the IQMS processes are implemented and administered? YES NO
8. Were your appraisal scores a cause of any conflict? YES NO
9. Are there challenges in the implementation of DAS and performance management in your school? YES NO
10. Do these challenges conflict with your roles as a principal? YES NO
11. Do these challenges conflict with other forms of accountability you are subjected to? YES NO
12. Are there any support received from the DBE, District, PED and Unions to address areas that require improvement? YES NO
13. Does the performance management accountability strategies that you are currently using in the context of DAS and performance management implementation work for your school? YES NO
14. In your opinion, do you think that support for school leaders has to be in place to facilitate the implementation of your performance management accountability? YES NO
Thank You!