

## Teachers' Views on the Factors that Affect Their Role in Implementing School-Based Assessment in Tourism

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### Abstract

The study explored teachers' views on factors that negatively affect their ability to implement school-based assessment (SBA) in Tourism<sup>1</sup> as an elective subject in secondary schools. An interpretive, qualitative approach was adopted, and an exploratory case study was conducted in a purposively selected school in KwaZulu-Natal, South Africa. Semi-structured interviews were conducted individually with three teachers to generate the data, while thematic data analysis was employed. The findings suggest that numerous factors negatively affect teachers' ability to successfully implement SBA when they teach Tourism, with the most prominent being lack of subject-focused training and capacity building, large class sizes, a heavy workload, and inadequate resources. Recommendations are offered to address these challenges.

**Keywords:** School based assessment; tourism education; tourism; teachers' role; South Africa

### Introduction

After the advent of democracy in 1994, South Africa has transformed its education system to bring it in line with international trends and standards (Khumalo & Mji, 2014). These changes have included a clear shift in assessment practices with the intention of integrating assessment with teaching and learning on a continuous basis. A new curriculum policy for schools, namely the National Curriculum Statement (NCS), was introduced in 2006 in grades 10-12. These grades are lodged in the Further Education and Training (FET) phase which is the final phase of schooling in basic education before learners enter either tertiary education or the world of work. Due to various challenges, this curriculum policy was amended and reintroduced in 2011. The NCS requires teachers to shift from the traditional summative assessment approach to continuous assessment, which means that various assessment tasks need to be conducted throughout the year. In Tourism, which is an elective subject in the FET phase (grades 10-12), continuous assessment includes school-based assessment (SBA) tasks and an end-of-year formal examination. Learners who take Tourism in Grade 12 complete and submit a practical assessment task (PAT) and write a final 3-hour paper as part of the requirements to obtain the National Senior Certificate. The literature endorses the SBA process in support of teaching and learning (Issaka et al., 2020) as it is argued that this process helps the teacher to track and encourage learner progress through the assessment of a range of appropriate tasks (Black & Wiliam, 1998, 2018; Joachim & Hashim, 2021; Kanjee, 2009). This formative approach to assessment generates meaningful feedback that guides both learners and teachers and assists them in improving their respective performances (Department of Basic Education, 2011a).

<sup>1</sup> Where Tourism refers to the elective subject that is taught in secondary schools in South Africa, it is used as a proper noun hence it is written with a capital letter.



Moreover, continuous assessment enables teachers to improve their strategies and approaches and it thus facilitates positive learner performance and outcomes (Joachim & Hashim, 2021; Issaka et al., 2020). Successful and effective continuous assessment necessitates a shift from a product-oriented teaching and learning approach to a process-oriented one, but it unfortunately imposes considerable demands on teachers who have not been adequately trained in its application (Kennedy & Iyamu, 2021).

SBA occupies a prominent position in South Africa's Curriculum and Assessment Policy Statement (CAPS). However, as this policy has been instrumental in introducing a relatively new approach to assessment in the South African context, it is affected by context-specific pressures and demands in the ever-changing South African curriculum landscape (van Staden & Motsamai, 2017). Scholars agree that the effective implementation of SBA requires smooth interaction among many factors and parties. However, while previous studies (Kennedy & Iyamu, 2021; van Staden & Motsamai, 2017) focused on the concepts, principles, techniques, tools, strategies and procedures involved in assessment, there is a paucity of literature on the factors that influence Tourism teachers' classroom assessment practices. Teachers who were trained before the advent of democracy were exposed to traditional types of assessment which primarily entailed formal tests and examinations. Currently, newly introduced assessment strategies require the execution of multiple tasks, but the effective design and administration of these tasks often pose a challenge for both experienced and novice teachers. It was against this background that the study on which this paper is based aimed to discover which factors negatively affected purposively selected rural Tourism teachers' ability to implement SBA as required by the CAPS document.

According to the literature, many teachers struggle to successfully implement the variety of SBA tasks in Tourism that need to be completed by grade 10-12 learners (Kanjee, 2009; Kennedy & Iyamu, 2021; Lumadi, 2013; van Staden & Motsamai, 2017). Dube-Xaba and Makae (2018) (Author 1 is a Tourism lecturer and Author 2 is a Tourism teacher) state that workshops, in-service training, and curriculum-based documents have been developed to orient teachers to understand new assessment trends, but in the authors' experience various challenges and contextual factors impact teachers' ability to effectively facilitate continuous assessment tasks as they battle to cope with the demands of SBA prescripts. For example, evidence from learners' work that was submitted for moderation at cluster level suggested that they had not been properly guided regarding the requirements for these SBA tasks. It was also evident that some teachers had struggled to design appropriate tasks for SBA in the various grades. These observations motivated the authors to conduct this study. The key research question was: What are the factors that affect teachers' role in the implementation of SBA in Tourism? The primary aim was to highlight the factors that affected selected Tourism teachers' ability to implement SBA tasks. A secondary aim was to understand how these factors influenced Tourism teachers' inclination to implement SBA as a teaching tool.

### **Conceptualising SBA**

SBA is used to assess learners' overall performance during the academic year. Assessment tasks thus comprise a variety of activities that may be both oral and written, and these tasks also encourage the development of sound personal and social values (Wiliam, 2011). SBA is thus considered a holistic form of assessment that facilitates learners' cognitive, emotional, and physical development. Black and Wiliam (2018: 31) describe SBA as "an ongoing classroom-based process that uses a variety of assessment tools to measure learner performance". Chan and Sidhu (2012) note that this is a continuous process that aims to improve and upgrade learners' abilities in various areas. The authors agree with this notion, as they understand that SBA is ongoing learner assessment that occurs in the classroom and guides the entire process



of teaching and learning. By providing feedback to learners based on their assessment tasks, teachers and learners gain new insights and knowledge to improve their understanding of subject content (Lumadi, 2013) while gaining various practical skills that are required in the tourism industry (Bassam et al., 2020; Wakelin-Theron et al., 2018).

As SBA has both formative and summative dimensions, it is intended to merge formative and summative assessment processes (Christodoulou, 2016). The tasks that learners are required to complete therefore have either a formative or summative function, or both. SBA is therefore conceptualised as both assessment *for* learning and assessment *of* learning (Omorogiuwa & Aibangbee, 2016; Wiliam, 2011). As both the formative and summative dimensions of assessment are integrated into the teaching and learning process, the use of SBA for summative purposes does not undermine the formative function; rather, possible synergies emerge (Omorogiuwa & Aibangbee, 2016). This means that assessment activities should be used to engage learners in learning with the aim of enhancing their participation and performance. Issaka et al. (2020) argue that SBA has the potential to combine the formative and summative functions of assessment as the information used for the former to inform the learning process could be used to fulfil the latter by describing the level that a learner has reached at a particular point in the learning process.

Various developed and developing countries have introduced some degree of SBA in their education systems (Davison & HampLyons, 2012; Chisholm & Leyendecker, 2008; Kennedy & Iyamu, 2021; Puad & Ashton, 2021; Omorogiuwa & Aibangbee, 2016). In South Africa, summative tests and final written examinations were traditionally the sole basis for promotion to the next grade in grades 10-12. The current NCS, which is the definitive policy for the country's public schools, emphasises the acquisition of basic competencies and skills and endorses assessment strategies that measure the extent to which learners have acquired knowledge and skills (Department of Basic Education, 2011a). The focus has thus shifted from norm-referenced testing, which predominantly drove assessment in the secondary school education system, to criterion-referenced testing. The latter is necessary to equip learners with skills that will enable them to succeed in the world of work as well as in tertiary education contexts. The ability to design and implement SBA tasks thus offers the teacher unique opportunities to participate in an assessment process that will determine a learner's final mark for progression/promotion (Kanjee, 2009). This requires great responsibility on the side of the teacher as the facilitator of the entire SBA process in each subject.

According to the National Protocol on Assessment for Grades R-12 (Department of Basic Education, 2011b), assessment is an integral part of teaching and learning and should be pivotal in teachers' planning and curriculum implementation strategies. Assessment is a continuous and formative process and should therefore not be administered only at the end of the school term or year. The introduction of the principle of SBA thus heralded the use of multiple forms of assessment that need to be administered and assessed by teachers. The CAPS document that is specific to each subject and phase requires every teacher to administer SBA tasks that must be completed by every learner on a continuous basis throughout the academic year (Department of Basic Education, 2011a). Moreover, each school must formulate an internal assessment system based on external guidelines to assist learners in achieving the expected outcomes in all subjects.

Given that SBA focuses on teachers' teaching and students' learning, it is underpinned by the processes that govern teaching. The link between curriculum, instruction, and assessment is key in the operational framework that is required by CAPS. Kennedy and Iyamu (2021) state that SBA is a combination of the outcomes generated by various assessment tools that are used to assess learners' progress in a formative manner, but they affirm that summative assessment is part of this process. Black and Wiliam (2018) argue that SBA is a tool that should



be used to accurately reveal students' true ability as it reduces the fear of examinations and increases students' confidence. Therefore, SBA entails various forms of formative assessment tasks that are administered by the teacher at classroom level. The knowledge and skills that learners acquire are subsequently collated for the purpose of summative assessment and the combined formative and summative results are used to determine if a learner achieved the requirements for promotion to the next grade or, in the case of Grade 12 learners, the attainment of the National Senior Certificate (Department of Basic Education, 2011b).

### **Tourism as a subject and the nature of SBA in the South African context**

Tourism education was first introduced in South Africa's secondary schooling system in 1998 and the subject Tourism was subsequently included in the newly formulated curriculum in 2006. It is one of many elective subjects in the FET phase that learners may choose at the end of Grade 9. The subject is offered over three years (grades 10-12) and is worth 20 credits at Level 4 of the National Qualifications Framework (NQF), which is the Further Education and Training (FET) exit level (Swart et al., 2014). Chili (2013) and Dube (2014) note that the aim of this subject is to provide learners with broad knowledge and a skill set for access to the tourism industry and the pursuance of a career in this sector. The completion of a practical assessment task (PAT) in Grade 12 underscores this purpose, as this extensive task assists learners in gaining advanced and multiple skills that are informed by real-world problems that require solution in the tourism industry. The teacher's role in effectively implementing the Tourism curriculum and in facilitating the completion of the required assessment tasks is therefore vital.

The Tourism CAPS requirements specify that tests, examinations, projects, and a PAT should be conducted each year, while a field trip is also recommended. Teachers are therefore obliged to administer a variety of assessment tasks on a continuous basis to gather evidence on learners' progress and to provide them with feedback that will enhance their learning. The CAPS guidelines state that every teacher must devise an assessment programme at the beginning of the year and that all assessment tasks/activities must be included in this programme (Department of Education, 2011a). More specifically, six formal assessment tasks must be completed in each grade per year in Tourism. The SBA mark for learners in Grade 10 and Grade 11 constitutes 40% of the promotion mark, whilst the PAT and written examination marks account for 60%. In Grade 12, the SBA mark constitutes 25%, whilst the PAT and final NSC written examination marks constitute 75% of the total promotion mark. To formalise the SBA process, all assessment marks are entered into the South African Schools Administration and Management System (SASAMS), which is a computer-based system that processes the marks and produces term and final progression reports. Assessment tasks in Grade 10 and Grade 11 are set and assessed internally, while in Grade 12 formative assessment tasks are set internally and moderated externally (25%). The PAT (25%) is externally set, internally marked, and externally moderated, while the Grade 12 National Senior Certificate theory paper (50%) is set, marked, and moderated externally. Together, these components constitute the end-of-year promotion mark (Department of Basic Education, 2011a: 38-39). In Tourism, assessment tasks in grades 10-12 entail assignments, projects, simulation tasks, research, demonstrations, role-play, listening exercises, tests, and examinations (Department of Basic Education, 2017). Given that SBA and PAT marks carry a significant weight in the promotion mark for Tourism, it was deemed important to examine the challenges that Tourism teachers may face in their endeavours to facilitate SBA tasks in the FET phase.





### ***Teachers' role in implementing SBA***

Teachers play a crucial role in implementing SBA and therefore, to improve assessments that drive and underpin teaching and learning, teachers should adhere to policy guidelines (Joachim & Hashim, 2021). Moreover, as assessment practices are fluid, teachers need to continuously develop their skills and enhance their understanding of the reform process (Kanjee, 2009). The Department of Basic Education (2011b) insists that the effective assessment of learners is ultimately the teacher's responsibility, and that the effective implementation of SBA requires the teacher to soundly judge learners' knowledge and to ensure feedback during the teaching and learning process. The role of the teacher therefore commences when the assessment programme is planned, and this entails the identification and development of appropriate assessment tasks throughout the year to enable sound assessment practices and learner outcomes (Romollo & Kanjee, 2023; Rahman et al., 2021). Tourism teachers must therefore understand the purpose, methods, and outcomes of each assessment task and must provide helpful feedback to learners once these tasks have been assessed. As the Department of Basic Education insists that teachers should engage in a valid, reliable, and credible assessment process (Department of Basic Education, 2011a), teachers should be able to design and assess both formative and summative assessment tasks. This calls for teachers' involvement in all stages of the assessment process, regardless of the nature of the tasks.

However, the literature reveals that many teachers' inability to implement SBA tasks effectively is a debilitating factor that is generally associated with unique school contexts and ineffective training. Unfortunately, challenges result due to poor teacher knowledge of subject content and assessment practices. Ramollo and Kanjee (2023) argue that many teachers struggle to meet the demands of the assessment policy, particularly when they are required to use assessment to improve learning. They attribute this challenge to poor teacher knowledge and training, large class sizes, a heavy workload, time constraints, and a lack of teaching and learning support material. Omorogiuwa and Aibangbee (2016) note that teachers should be able to integrate assessment and teaching to facilitate knowledge and skills acquisition and to enhance learning outcomes. However, the literature reveals that many teachers, internationally and nationally, fail to adequately master the demands of the curriculum (Byabato & Kisamo, 2014; Spaul, 2013; Masek & Nur in Nasaruddin, 2016). Spaul (2013) contends that many teachers, particularly those who teach in rural areas and poorer schools, lack basic content knowledge, which is a problem that requires urgent attention. Chili (2013) argues that Tourism teachers in South Africa tend to display limited competency and subject knowledge, particularly as the majority did not specialise in Tourism during teacher training. Swart et al. (2014) agree, stating that many Tourism teachers were not adequately trained either in the methodology to teach the subject or in content knowledge. The retraining of teachers with support for those who are exposed to a new or unfamiliar curriculum and assessment practices mainly occurs during training workshops organised by departmental subject advisors (Bantwini & Bogan, 2013; Dube-Xaba & Makae, 2018). This training is essential, as teachers who lack sufficient conceptual understanding of Tourism as a subject are unlikely to implement SBA effectively.

Another factor that is a barrier to the effective outcomes of SBA in Tourism is the insufficient supply of teaching and learning resources. The literature suggests that there is a strong relationship between instructional resources and effective teaching and learning as well as assessment practices (Reyneke, 2016; Sengai & Mokhele, 2022). Nishizuka (2022) states that a lack of access to materials to support the implementation of SBA prevents teachers from successfully achieving this mandate. According to de Wet and Wolhuter (2009), the previous curriculum was teacher-centred and required high-stake examinations that called for minimal incorporation of support material. However, assessment practices as set out in the NCS



necessitate access to a variety of resources and equipment, such as audio and visual recorders and printed material.

The literature also notes that the prevalence of large classes in historically disadvantaged schools that cater primarily for Black learners is a factor that needs attention (Khumalo & Mji, 2014; Marais, 2016; Dube-Xaba & Makae, 2018). For instance, in some of the country's secondary schools there are often as many as sixty to seventy learners in one classroom, and therefore factors such as inadequate school buildings and classrooms, the population explosion, and an inadequate number of subject teachers necessitate large classes that are often difficult to manage (Khumalo & Mji, 2014).

A high teacher workload has also been identified as a challenge in implementing SBA, and many Tourism teachers have complained of the heavy workload involved in grading SBA tasks (Brown et al., 2008; van Staden & Motsamai, 2017). Some studies have suggested that it is difficult for teachers to give learners individual attention during the SBA process as some tasks require more time to mark than others (Maile, 2013). This challenge has resulted in formative tasks being replaced by tests and examinations, which is a practice that defeats the purpose of SBA and undermines the quality of assessment practices (Maile, 2013).

## Methodology

The study was qualitative in nature and was underpinned by an interpretivist paradigm as it emphasised “understanding[s] of social behaviour and how people make meaning of their views” (Creswell & Poth, 2018: 135). The nature and purpose of this study facilitated an interpretive framework that assisted the researchers in gaining in-depth understanding of the experiences of Tourism teachers and the factors that contributed to the difficulties they experienced in effectively implementing SBA. The study was conducted in a rural secondary school in the King Cetshwayo District in KwaZulu-Natal, South Africa. This school was selected purposively from among a cluster of five schools that offered Tourism as an elective subject in the FET phase. The school was assigned the pseudonym Mningi. It was envisaged that the recruited teachers would possess the necessary capacity, skills, and resources to effectively implement SBA in their respective Tourism classrooms (Mkpae & Obowu-Adutchay, 2017), but it was evident that the school lacked resources, basic facilities, and infrastructure, just like other schools in the district.

Teachers who had taught Tourism in grades 10-12 for a period of at least five years were included in the sample. Cohen et al. (2018) note that purposive sampling is used to handpick cases for inclusion in a sample based on their potential and typicality for the specific purpose of the study. This approach was adopted to enable the generation of in-depth data that would assist in understanding the topic under investigation (Merriam & Tisdell, 2016). The data were collected using semi-structured one-on-one interviews. To give credence to the participants' voices, verbatim quotations derived from a large body of transcriptions are presented in this paper under key themes that emerged from the data.

The sample was comprised of post level 1 teachers who were selected based on their experiences in teaching Tourism in grades 10, 11 and 12. The Grade 10 teacher was female, 47 years old, and had completed a 4-year degree at the University of Zululand where she had specialised in Geography and Life Orientation (LO). She had had 13 years' experience in the teaching and assessment of Tourism. She had received no specific training in Tourism assessment but had attended a one-week training course in the NCS offered by the Department of Basic Education in 2005 when she was a novice teacher. She taught 223 Grade 10 Tourism learners and had one Grade 9 class of 70 learners for LO. She had a full workload of 35 hours per week. The Grade 11 teacher was also female, was 50 years old, and had been teaching for 15 years. She had completed the Senior Primary National (DESP) diploma at Esikhawini



College of Education and obtained an Advanced Certificate in Tourism from the University of South Africa (UNISA). Her specialist subjects were Tourism and Social Sciences. During her teacher training, much emphasis had been placed on the basics of how to teach with specialist courses in teaching methods and practice. She had not received any specific training on assessment in Tourism. At the time of data collection, she was teaching Tourism to 315 Grade 11 learners and had one Grade 10 Geography class of 60 learners. She had been a marker of the National Senior Certificate (NSC) Tourism examination for more than five years and had a full workload of 35 hours per week. The Grade 12 teacher, who was 36 at the time of the research, had obtained a National Diploma in Tourism from Umfolozi College where he had specialised in Tourism and Hospitality Studies. He had also completed a Post Graduate Certificate in Education through UNISA, specialising in Consumer Studies and Social Sciences. He had had 10 years' teaching experience and had taught Tourism for the same period. At the time of data collection, he was teaching Tourism to 167 Grade 12 learners and LO to one Grade 9 class of 70 learners. The Grade 12 teacher was a cluster coordinator and an SBA moderator for Grade 12 Tourism. He had a full workload of 35 hours per week.

## Findings

The responses that were generated by means of the interviews provided deep insight into the factors that adversely affected these teachers' ability to implement SBA in Tourism. The findings are discussed under the following themes: inadequate training to implement SBA, large class sizes, a heavy workload, and a lack of resources.

### *Lack of expertise to implement SBA*

The findings suggest that a lack of adequate training, coupled with inappropriate (yet not inadequate) academic qualifications, made it difficult for the participants to develop quality SBA tasks. The three participants agreed that their role in the implementation of SBA was negatively impacted by their lack of knowledge and understanding of SBA practices in general and in Tourism in particular. For example, the Grade 10 teacher stated:

I don't have enough knowledge of all methods used for the SBA. I find it very challenging to develop a project; in that case I always resort to tests.

This seemed a logical course for this Grade 10 teacher given that she had not received direct training in pedagogical content knowledge for Tourism. Similarly, the Grade 12 teacher, who had studied Tourism at college, also revealed that he lacked knowledge of assessment practices. He stated:

Although I have gained some content knowledge in Tourism, I have to design a data response task which I don't know how to do and even respond to such a method. There are no guidelines in the CAPS directing us on developing these different SBA tasks which we are not familiar with. So, I design some projects and [the] data handling task [in] the same style as an ordinary test.

These excerpts reveal that the participants relied primarily on tests and examinations to determine learners' progress in Tourism due to their lack of knowledge on how to design the required assessment tasks in this subject. This lack of expertise was attributed to insufficient guidelines in the CAPS document and inadequate training in SBA practices in Tourism.

The participants admitted that their knowledge of assessment was based on their experiences as learners themselves and the support of other teachers. The Grade 11 teacher stated:



I do not have adequate knowledge and skills in assessment because there was no way I could acquire that new knowledge in my training. In that case I rely on my experience of how I was assessed.

The Grade 12 teacher reverted to a similar practice:

I have to recall how my teachers were doing it and then I do the same. I also draw from my colleagues' knowledge of assessment practices which they share during the cluster moderation of SBA once a term.

The Grade 10 teacher stated:

I still need to be retrained in the whole process of assessment.

Given that the Grade 10 and Grade 11 teachers had been trained before SBA had been introduced as a policy, it seemed logical that they would not have extensive knowledge of the application of SBA practices. However, as the Grade 12 teacher also lacked pedagogical content knowledge and understanding of continuous assessment practices, it seemed evident that such practices had not been part of his training as a student. This implies that, regardless of their years of experience, the skills and knowledge that these teachers had acquired during their initial teacher training were not sufficient to address the requirements of the current FET assessment policy.

The Grade 12 teacher frankly admitted to a lack of training in Tourism, stating the following:

In my initial teacher training I was trained for Hospitality Studies with little focus on Tourism; this diploma was for the industry [and] not for teaching.

The Grade 11 teacher also conceded that inadequate training was a problem. She stated:

I don't feel I was adequately prepared [regarding] the content in Tourism in my initial teacher training.

Lack of adequate content knowledge in Tourism therefore emerged as a pivotal factor that negatively affected the teachers' ability to implement SBA in this subject effectively.

### *Class size*

All the participants stated that large classes negatively impacted their ability to implement SBA effectively. For instance, the Grade 11 teacher stated:

I have a lot of children and I cannot finish marking immediately after the assessment has been conducted. Our Tourism classes are too large because learners are screened for being admitted into the sciences and commerce [subjects], leaving us with so many learners... We cannot effectively implement SBA tasks and give feedback in order to assist learners to master the complex content of Tourism.

The Grade 10 teacher stated:

The number of learners in each class for Tourism is too big compared to the other streams such as science and commerce. Thus, in most cases, I can't give them more than what is prescribed regarding SBA, otherwise you may not finish marking on time.





The Grade 12 teacher offered the following argument:

I stick only with the tasks for SBA that must be recorded, and I don't give any other daily assessments as part of SBA, otherwise I cannot finish marking and meet deadline dates for submission of marks. Moreover, I am not doing justice to the PAT which requires me to assist learners individually.

The above excerpts highlight the teachers' concern that they were unable to negotiate turnaround time for marking and meeting deadlines. In addition, the Grade 10 teacher commented that large classes did not allow teachers to engage in remedial work when learners performed poorly in tasks, nor were they allowed to resubmit SBA tasks because teachers did not have the time to mark a task twice. This implies that these teachers were unable to implement the formative purpose of SBA effectively in the Tourism classes they taught.

### ***Teacher workload***

The teachers also noted that their administrative workload hampered their ability to implement SBA effectively as they did not cope with the workload as stipulated in the Personnel Administrative Measures (PAM) document (Department of Education, 2016), and this negatively affected their ability to implement the SBA policy. The Grade 12 teacher said:

The problem is too much work that one must complete in teaching whilst I must integrate SBA. All this work must be finished at least by mid-September of each year as scheduled in the Annual Teaching Plan (ATP).

The ATP refers to the Annual Teaching Plan for each subject in each grade. This is a guideline summary issued by the DBE of the work that must be completed in each subject in a week and covers the entire curriculum from beginning to end for the academic year. The Grade 11 teacher agreed with the Grade 12 teacher in terms of a full curriculum, commenting as follows:

There are many topics to cover in the Tourism ATP and there is less time to implement SBA effectively. We are always about meeting the dates of the ATP for both teaching the content and implementing SBA. In that way my role as a teacher in supporting learners through SBA is [negatively] affected.

It is thus evident that the teachers implemented SBA tasks in a rush and under pressure as they also had to complete the curriculum as sequenced in the ATP. The high demands of the curriculum imposed additional pressure on the teachers, with the result that they neglected the implementation of SBA tasks to some extent. Moreover, the introduction of 'pace setters' in the ATPs for each grade increased the pressure on the teachers to complete their work on time, with the result that quality assessment seemed to be compromised as they admitted that some SBA tasks would not be appropriately administered.

The participants highlighted that much time was spent completing paperwork due to the increased administrative workload that accompanied the implementation of SBA and the requirements of the ATP document. The Grade 12 teacher said:

SBA is an administrative burden...You have to get all the documents right...the file...recording which includes numbers of forms...and you spend enormous time on



the administration of SBA alone. As teachers we now tend to focus on paperwork for SBA rather than on the actual implementation.

The Grade 10 teacher stated:

Implementing SBA has its challenges because it increases our workload due to so many tasks that we have to prepare, mark, and record. There is [an] increased administrative workload in terms of departmental and policy directives on SBA. This includes the number and types of SBA tasks, recording, and reporting.

The Grade 11 teacher agreed, stating the following:

There are too many forms for recording as each departmental official comes with a form and the teacher has to fill in those different forms but with similar information. The SBA really carries with it a lot of administrative activities, and this really increases my workload.

The findings suggest that the participants were overwhelmed by the administrative workload required for SBA, and they affirmed that this negatively impacted their ability to implement SBA requirements effectively. Clearly, these teachers implemented SBA for compliance purposes only and not as a valuable teaching and learning tool. It seems that a flaw in the current system is that there is no time allocated in the ATP for re-teaching and revision, as this directive is continuous and progressive and does not allow time for reflection and revision.

### ***Insufficient resources***

The CAPS document specifies that the resources required to teach Tourism include textbooks, magazines, maps, computers, and the Internet. However, it was found that most of these resources were non-existent in the school under study. The participants identified the lack of resources as a factor that seriously impacted their implementation of SBA in Tourism. The Grade 11 teacher stated:

In Tourism, some of the tasks for SBA involve making brochures and pasting pictures to develop a brochure which [the pictures] I have to provide in some instances.

The Grade 12 teacher observed:

You need to use different resources such as tourism magazines, brochures, and maps, but these are not always available. For example, there is only one map of South Africa and no map of the Southern African Development Community (SADC) in the school. We share this map with teachers of other subjects such as Geography and History. Even for Tourism alone we are three [teachers] so the maps are not enough. If you are doing a PAT or another SBA task and learners have to locate SADC countries or South African World Heritage sites on the map, they struggle to do so. An activity on SADC without a map? Thus, we need enough teaching support materials, because without relevant support materials it is quite difficult to implement the assessment policy.

The Grade 10 teacher described how she responded to this situation:



I don't stress; I just use the information in the one textbook that I have.

These statements reveal that the participants struggled to obtain resources other than the textbook to meet the requirements of SBA. They clearly did not have adequate teaching and learning resources to support not only the administration of tests and examinations, but also other formative SBA tasks. This caused challenges in implementing SBA, as was affirmed by the participants. The Grade 10 teacher stated:

The Tourism teacher is expected to expose learners to different sources of information that will support them when completing SBA tasks. However, our school does not have a library, computers, or [access to the] Internet and this causes problems and has a serious effect when I set some of the SBA tasks for Tourism.

The Grade 11 teacher agreed:

I believe that if all the resources were available at the school it would be easy to implement the assessment tasks as expected. Since we are teaching in a rural area, we need a library with books and computers and for our learners to be exposed to different sources that are used to set different assessment tasks in Tourism.

The Grade 12 teacher stated:

It is not easy to set assessment tasks in Tourism if you do not have access to the Internet. Even the tests and examinations that we set for SBA require a lot of resources which are updated.

The participants highlighted that they were hampered in designing quality tasks by limited access to relevant resources such as computers and the Internet. These responses underscore the importance of the availability of resources to support teachers' efforts to implement SBA in Tourism. The non-availability of resources and facilities clearly affected the participants' ability to effectively implement SBA practices and tasks, and if this situation persists, it is inevitable that it will result in the non-attainment of the intended learning goals in Tourism at high outcome levels.

## **Discussion**

### ***Lack of expertise***

The findings suggest that the Tourism teachers who participated in the study were hindered by various factors in their efforts to comply with policy directives to implement SBA in this subject. Contrary to a finding by Nair et al. (2014) that teachers had satisfactory knowledge of planning and designing SBA tasks, the participants in the current study stated that they lacked appropriate knowledge and expertise to implement SBA optimally in Tourism. This lack of expertise could be attributed to insufficient training in Tourism teaching and SBA practices in this subject. Shulman (1986) states that, given the importance of pedagogical content knowledge for teaching and assessment, it is vital to equip subject teachers with knowledge and skills that will support them in the implementation of any and new assessment practices. Talib et al. (2014) argue that teachers' knowledge regarding SBA practices is highly dependent on their attendance of seminars, courses, and briefings. This notion is corroborated by various authors who argue that most Tourism teachers in South African secondary schools were not trained to teach this subject (Chili, 2013; Dube-Xaba, 2017; van Staden & Motsamai, 2017), and that many of these teachers are therefore not adequately equipped for the assessment practices that they are expected to implement (Dube-Xaba & Makae, 2018).



### ***Policy framework***

The participants also attributed the lack of Tourism teachers' expertise to insufficient guidelines in the CAPS document. This finding is corroborated by previous authors who also found that teachers had been inadequately trained and were therefore unable to implement SBA effectively (Lumadi, 2013; van Staden & Motsamai, 2017), specifically in Tourism (Dube-Xaba & Makae, 2018). Chipfiko and Maphosa (2019) also argue that teachers are not conversant with SBA requirements, while Nishizuka (2022) admits that it is difficult to implement a new curriculum successfully if teachers have not undergone thorough training. These findings reinforce the need for the continuous training of teachers in the implementation of SBA, with particular emphasis on designing, setting, and implementing different methods of assessment. Reyneke (2016) notes that teachers' assessment skills are often inadequate, especially in developing assessment methods other than written tests. This means that learners may often be assessed by means of tests only, which is a finding that resonates with previous studies that concluded that teachers' lack of knowledge in implementing SBA was a major challenge (Rahman, et al., 2021).

### ***Large classes***

Class size was also highlighted as a factor that affected the participants' ability to implement SBA effectively. The PAM (Department of Basic Education, 2016) document stipulates that the maximum ratio of teacher to learners per class in secondary schools is 1:37. However, Spaul (2013) notes that large classes are a typical feature of most rural schools as, in developing countries, classes of 80 learners or more are not uncommon (Chipfiko & Maphosa, 2019; Raman & Yamat, 2014). Lumadi (2013) concurs that a large class size poses many challenges, particularly in implementing classroom assessment practices. Maile (2013) and Reyneke (2016) agree, arguing that large class sizes create various obstacles to optimal teaching and learning. When there are too many learners in a class, it is difficult to get to know each learner's strengths and weaknesses, and teachers may also have no time to address learning disabilities and special needs.

### ***A heavy workload***

The teachers also noted that their heavy administrative workload hampered their ability to implement SBA in Tourism. The literature suggests that a high teacher workload is a challenge in most schools in South Africa as well as in other African countries (Mkpae & Obowu-Adutchay, 2017; Chipfiko & Maphosa, 2019). In the South African context, this may be due to curriculum requirements such as content coverage, the need for extensive planning and preparation for lessons, SBA requirements, daily assessments, a heavy marking load due to large class sizes, the obligation to record marks and report on progress, co-curricular activities, and a demanding and prescriptive curriculum (Dube-Xaba & Makae, 2018; Ramollo & Kanjee, 2023). The participants argued that, with the introduction of pace setters in the Tourism ATP, the pressure was increased to complete the work on time without considering the quality of the outcomes or the need for re-teaching and review. This is arguably one reason why some SBA tasks could not be appropriately completed. This finding resonates with that of Raman and Yamat (2014), who state that many teachers in Malaysia regard SBA as additional work that is imposed on them by the authorities. Chipfiko and Maphosa (2019) also found that many teachers expressed resentment at the extra workload imposed on them by assessment requirements.



### ***Lack of resources***

The study also affirms that the implementation of SBA in Tourism is hindered by insufficient resources, particularly in rural schools. Previous African and South Africa studies have also found that a lack of resources hinders teachers' performance in teaching and assessing learners (Chipfiko & Maphosa, 2019; Dube-Xaba, 2017; Nishizuka, 2022; Spaul, 2013). Joachim and Hashim (2021) pertinently argue that teachers experience problems in conducting SBA creatively and effectively due to inadequate resources.

### **Conclusion**

Although school-based assessment is relevant and important to both teachers and learners, its effective implementation is still being compromised by teachers' inadequate assessment practices. The study revealed that the participating teachers in the rural school under study were unable to implement SBA in Tourism effectively, largely as a result of large classes, a lack of resources, ineffective training, and a lack of continuous training. These findings underscore the need to expose Tourism teachers to in-service training to enable them to conduct assessments successfully and appropriately. Pre- and in-service training programmes should be designed to ensure that both novice and experienced Tourism teachers acquire enhanced skills in setting various SBA tasks. Workshops should be well planned and extensive in scope and should focus on both SBA tasks and the PAT in Tourism. In addition, the Department of Basic Education and school management teams (SMTs) should ensure that all Tourism teachers and learners are supported by ensuring that they have access to appropriate and sufficient materials to improve the quality of the SBA tasks they do. Another important issue is that large Tourism classes result when learners are encouraged to elect Tourism in favour of other subjects, and teachers then struggle to complete SBA tasks effectively and on time. A particular challenge is that the Grade 12 Tourism PAT must now be done in class under examination conditions without the assistance of the teacher, which might compromise the outcomes for struggling learners. The authors acknowledge that the analysis of the data did not occur without limitations as information was generated from only three teachers in one school. It is therefore possible that a wider sample may yield different results. Further research on SBA in Tourism should thus involve more schools and teachers from various socio-economic contexts and school settings.

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