

**AN EVALUATION OF THE OUTCOMES-BASED EDUCATION  
POLICY IN PUBLIC SCHOOLS IN THE EMPANGENI REGION**

**By**

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Administration in the discipline of Public Administration in the Faculty of Law,  
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**Promoter : Prof. D. Sing**

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## DECLARATION

I declare that the thesis, which I hereby submit for the degree of Doctor of Administration in the discipline of Public Administration in the Faculty of Law, Economics and Management at the University of Durban-Westville, is my own work and has not previously been submitted by me for a degree at another university.

  
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## **DEDICATION**

This thesis is dedicated to my late father Mr. John Ngubane who unfortunately could not live to see this product. He is still my source of inspiration.

## SYNOPSIS

This thesis aimed at evaluating Outcomes-Based Education (OBE) policy in public schools in the Empangeni Region. Although South Africa is now a free and democratic country with a new system of education, some inequalities still exist among public schools which make it very difficult for them to implement OBE policy in the same way. It is therefore necessary to evaluate how educators view OBE policy.

This research aimed at finding out (a) the policy measures that apply to OBE as a policy, (b) the extent to which normative factors apply in the implementation of education policy, (c) factors that hinder or promote effective implementation of OBE policy in public schools and (d) the model that can be recommended for the effective implementation of OBE policy.

For purposes of orientation of the study it had to be located within its background which motivated it. The field of education in South Africa has always experienced problems especially with its policies. Some of these problems motivated the researcher to undertake this study and because of their significance they had to be stated in this research. The statement of the problem provided a foundation within which the aims of the study were explained. The significance of any research cannot be overemphasized. However, this one becomes even more significant because it comes up at a crucial period in South African education. This is a period when policies that were implemented in the country after 1994 should be evaluated. It is true that not all problems that relate to education policy can be solved at once. This therefore necessitated that delimitation of the study be clearly stated. There is virtually no study without its limitations, especially if it has to be done in public schools. These limitations were stated. For the purposes of clarity the terms that were constantly used in the study were defined and explained. The demarcation of the study provided a clear picture of the outline of chapters.

The study had to be contextualized within the existing theoretical and conceptual perspectives that apply to public policy, policy-making process and OBE policy. Theory had to be drawn from different sources to find out whether OBE policy does adhere to the expectations of public policy in general. The policy-making process is one area that plays a very important role in the success of the implementation process. This necessitated that OBE policy be evaluated in terms of whether it followed necessary policy processes before and during its implementation. It also became necessary to present critical viewpoints on OBE policy as understood by its critics. This criticism culminated in the Revised National Curriculum Statement which was also discussed in great details in this study.

This study had to outline the research methods and techniques used. The nature of the study necessitated the use of only questionnaires and interview schedule to elicit information from educators. It is true that there is no single research instrument without its limitations. It is for this reason that information obtained through the questionnaire had to be validated through the interview schedule.

The researcher presented, analyzed and discussed research findings at the same time. The nature of the study enabled the use of tables and frequency distribution to present data. Because there was a lot of information to analyze, it sufficed to use descriptive statistical analysis. Discussion of data entailed interpretation and integration of data based on its presentation and analysis.

In drawing conclusions the researcher realized that the present South African education system still has problems. To obviate these problems recommendations were made to the government, the education department in KZN and schools. This research culminated into a model of implementation which is the researcher's own creation intended to help all stakeholders have a clear direction in the implementation of OBE policy. The researcher did not only experience challenges inherent in the research process but also professional development. This learning experience is discussed as reflections on learning.

## LIST OF ACRONYMS AND ABBREVIATIONS

ABET	-	Adult Basic Education and Training
ANC	-	African National Congress
CASS	-	Continuous Assessment
CATS	-	Common Assessment Tasks
CDE	-	Centre for Development and Enterprise
ECDP	-	Early Childhood Development Phase
ERS	-	Educational Renewal Strategy
ESS	-	Education Support Services
FET	-	Further Education and Training
GET	-	General Education and Training
HET	-	Higher Education and Training
HOD	-	Head of Department
HRD	-	Human Resources Development
IFP	-	Inkatha Freedom Party
IOF	-	Indian Ocean Fertilizers
KZN	-	KwaZulu-Natal
LAs	-	Learning Areas
LLC	-	Language Literacy and Communication
LRC	-	Learners' Representative Council
MEC	-	Member of the Executive Council
NEPI	-	National Education Policy Investigation
NGOs	-	Non-governmental Organisations
NNP	-	New National Party
NQF	-	National Qualifications Framework
NSBs	-	National Standard Bodies
OBE	-	Outcomes-Based Education
RBM	-	Richards Bay Minerals
RCD (RSM)	-	Regional Chief Director (Regional Senior Manager)
RRC	-	Regional Review Committee

SAQA	-	South African Qualifications Authority
SASA	-	South African Schools Act
SEA	-	Superintendent of Education Academic
SEM	-	Superintendent of Education Management
SGB	-	School Governing Body
SMT	-	School Management Team
SWOT	-	Strengths, Weaknesses, Opportunities and Threats
ZCBF	-	Zululand Chamber of Business Foundation



## LIST OF FIGURES

		<b>Page</b>
FIGURE	2.1. Public Policy and Policy Process	17
FIGURE	2.2. Stages of the Public Policy Process	18
FIGURE	2.3. The OBE Policy	30
FIGURE	2.4. Levels of NQF	32
FIGURE	3.1. A Structural Representation of the Sample Design	81
FIGURE	5.1. Implementation Model	180

## LIST OF TABLES

	<b>Page</b>
Table 2.1. Criteria for evaluation	28
Table 4.1. Frequency distribution according to type of school	99
Table 4.2. Frequency distribution according to districts	100
Table 4.3. Frequency distribution according to phases	100
Table 4.4. Frequency distribution according to teaching experience	101
Table 4.5. Frequency distribution according to positions	102
Table 4.6. Frequency distribution according to gender	102
Table 4.7. Frequency distribution according to the values of the society	103
Table 4.8. Frequency distribution according to initiation of education policies	107
Table 4.9. Frequency distribution according to consultation	108
Table 4.10. Frequency distribution according to the involvement of all stakeholders	109
Table 4.11. Frequency distribution according to the acceptance of new education policies	110
Table 4.12. Frequency distribution according to the capacity of policymakers	112
Table 4.13. Frequency distribution with regard to success of implementation	112
Table 4.14. Frequency distribution with regard to the monitoring of education policies	115
Table 4.15. Frequency distribution according to the evaluation of education policies	116
Table 4.16. Frequency distribution according to OBE policy and the values of the Constitution	118
Table 4.17. Frequency distribution according to the impact of changing classes into grades	121
Table 4.18. Frequency distribution according to the views on transformational OBE	126

	<b>Page</b>
Table 4.19. Frequency distribution according to how learners are coping with OBE	127
Table 4.20. Frequency distribution according to the views of educators	128
Table 4.21. Frequency distribution according to whether OBE addresses HRD	130
Table 4.22. Frequency distribution according to the success of OBE in redressing past differences in education	131
Table 4.23. Frequency distribution according to the promotion of learner-centredness	132
Table 4.24. Frequency distribution according to global competitiveness of learners	133
Table 4.25. Frequency distribution according to success in implementing OBE Assessment	134
Table 4.26. Frequency distribution according to the views on CASS	135
Table 4.27. Frequency distribution according to the success of educators in their roles	137
Table 4.28. Frequency distribution according to effectiveness of schools	139
Table 4.29. Frequency distribution according to the training of educators	140
Table 4.30. Frequency distribution according to availability of material	141
Table 4.31. Frequency distribution according to macro-planning	142
Table 4.32. Frequency distribution according to the involvement of parents	143
Table 4.33. Frequency distribution according to the involvement of educators in community projects	144
Table 4.34. Frequency distribution according to the success in the implementation of OBE	145
Table 4.35. Frequency distribution according to the attendance at OBE workshops	146
Table 4.36. Frequency distribution according to OBE workshops at school level	147
Table 4.37. Frequency distribution according to OBE workshops meeting educators' expectations	148
Table 4.38. Frequency distribution according to the views on signing contracts	149

	<b>Page</b>
Table 4.39. Frequency distribution according to the overall implementation of OBE	159
Table 4.40. Frequency distribution according to the implementation of OBE (Interview Schedule)	161
Table 4.41. Frequency distribution according to success in the implementation of OBE (Interview Schedule)	161

## TABLE OF CONTENTS

	<b>Page</b>
Acknowledgements	ii
Dedication	iii
Synopsis	iv
List of acronyms and abbreviations	vi
List of figures	viii
List of tables	ix
<b>CHAPTER ONE : ORIENTATION AND BACKGROUND OF THE STUDY</b>	<b>1</b>
1.1. Introduction	1
1.2. Background to the problem	2
1.2.1. Pre-democratic education management policies	2
1.2.1.1. The Educational Renewal Strategy (ERS)	3
1.2.1.2. The National Education Policy Investigation (NEPI)	4
1.2.2. Post-1994 and democratic developments in education management policies	5
1.3. Justification of the study ✓	5
1.4. Statement of the problem ✓	7
1.5. Aims of the study	8
1.6. Significance of the study	9
1.7. Methodology	9
1.8. Delimitation of the study	9
1.9. Limitations	10
1.10. Glossary of terms	10
1.11. Demarcation of chapters	13
1.12. Conclusion	14
1.13. Projection for the next chapter	14

<b>CHAPTER TWO : OUTCOMES-BASED EDUCATION POLICY :</b>	
<b>THEORETICAL AND CONCEPTUAL PERSPECTIVES</b>	<b>15</b>
2.1. Introduction	15
2.2. Policy and public policy	15
2.3. Policy-making process	17
2.3.1. Agenda setting	18
2.3.2. Problem identification	19
2.3.3. Objective setting	19
2.3.4. Discerning alternatives	19
2.3.5. Assessing alternatives	20
2.3.6. Choosing alternatives	21
2.3.7. Implementing policy	21
2.3.8. Policy monitoring and evaluation	24
2.4. Public policy evaluation	25
2.4.1. Public policy impact evaluation	25
2.4.2. Public policy strategy evaluation	26
2.4.3. Public policy project appraisal	26
2.4.4. Values and public policy evaluation	28
2.5. Integrating the nature and meaning of policy evaluation	29
2.6. Outcomes-Based Education policy	29
2.6.1. Constitutional Foundations of OBE	31
2.6.2. Legislative foundations of OBE	31
2.6.2.1. The South African Qualifications Authority (SAQA)	32
2.6.3. Institutional arrangements of OBE policy	34
2.6.3.1. National level	34
2.6.3.2. Provincial level	34
2.6.3.3. School level	35
2.6.4. Components of OBE policy	35
2.6.4.1. Different approaches to OBE policy	35
2.6.4.2. The curriculum development process in OBE policy	36

2.6.4.3. Principles informing curriculum design	52
2.6.4.4. Assessment in OBE policy	55
2.6.4.5. Management of OBE policy	61
2.7. The Revised National Curriculum Statement	72
2.7.1. The kind of the learner envisaged	72
2.7.2. Principles of the new curriculum	73
2.7.2.1. Outcomes-based education focus	74
2.7.2.2. Social and environmental justice, human rights and inclusivity	74
2.7.2.3. A high level of skills and knowledge for all	75
2.7.2.4. Balance of progression and integration	75
2.7.2.5. Clarity and accessibility	76
2.8. Criticism of OBE policy	76
2.9. Conclusion	78
2.10. Projection for the next chapter	79

## **CHAPTER THREE : RESEARCH METHODOLOGY 80**

3.1. Introduction	80
3.2. Preparation for research design	80
3.2.1. Permission	80
3.2.2. Population and sample of respondents	81
3.2.3. Site of data collection	82
3.3. Research instruments	82
3.3.1. The questionnaire as a research instrument	82
3.3.2. Construction of the questionnaire	84
3.3.3. Characteristics of the questionnaire	85
3.3.4. Advantages and disadvantages of the questionnaire	86
3.3.4.1. Advantages of the written questionnaire	86
3.3.4.2. Disadvantages of the written questionnaire	88
3.3.5. Validity and reliability of the questionnaire	89
3.3.6. Administration of the questionnaire	90

3.3.7. The interview as a research instrument	90
3.3.7.1. Types of research interviews	91
3.3.7.2. Conducting an interview	92
3.3.7.3. Recording the interview	92
3.3.7.4. Advantages and disadvantages of interviews	92
3.4. Statistical techniques	93
3.5. Ethical issues	94
3.6. Conclusion	94
3.7. Projection for the next chapter	95

## **CHAPTER FOUR : PRESENTATION, ANALYSIS AND DISCUSSION OF RESEARCH RESULTS 96**

4.1. Introduction	96
4.2. Contextualization	96
4.3. Explication and purpose of the questionnaire	97
4.3.1. Reasons for Part I of the questionnaire	97
4.3.2. Reasons for Part II of the questionnaire	98
4.3.3. Reasons for Part III of the questionnaire	98
4.3.4. Reasons for Part IV of the questionnaire	98
4.4. Explication and purpose of the interview schedule	98
4.5. Descriptive statistical analysis (questionnaire)	99
4.5.1. Part I: Biographical information	99
4.5.2. Part II: Questions related to policy	103
4.5.2.1. Policy and public policy	103
4.5.2.2. Public policy-making process	106
4.5.3. Part III: OBE policy	117
4.5.3.1. Constitutional foundations of OBE policy	117
4.5.3.2. Legislative foundations of OBE policy	120
4.5.3.3. Institutional foundations of OBE policy	123
4.5.3.4. Components of OBE policy	125



4.5.4.	Overall views on OBE policy	157
4.6.	Descriptive statistical analysis (interview schedule)	161
4.7.	Conclusion	166
4.8.	Projection for the next chapter	166

## **CHAPTER FIVE : SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS** **167**

5.1.	Introduction	167
5.2.	Summary of findings and conclusions	167
5.2.1.	Findings relating to policy and public policy	167
5.2.2.	Findings relating to consultation	168
5.2.3.	Findings relating to public policy implementation	169
5.2.4.	Findings relating to monitoring and evaluation	169
5.2.5.	Findings relating to approaches to OBE policy	170
5.2.6.	Findings relating to the principles of OBE policy	170
5.2.7.	Findings relating to assessment in OBE policy	171
5.2.8.	Findings relating to the curriculum development process	171
5.2.9.	Findings relating to the overall implementation of OBE policy	174
5.3.	Recommendations	174
5.3.1.	Recommendations to the government	174
5.3.2.	Recommendations to the Education Department in the KZN Province	176
5.3.3.	Recommendations to schools	177
5.4.	Recommended model for the implementation of OBE policy	179
5.4.1.	Consultation	181
5.4.1.1.	Educators	182
5.4.1.2.	Educationists	182
5.4.1.3.	Communities	183
5.4.1.4.	Business sector	183
5.4.1.5.	Learners	184
5.4.1.6.	Non-governmental organizations (NGOs)	184

5.4.1.7. Departmental officials	184
5.4.2. Implementation	185
5.4.2.1. Educators	186
5.4.2.2. Departmental officials	186
5.4.2.3. Educationists	187
5.4.2.4. Non-governmental organizations (NGOs)	187
5.4.2.5. Communities	187
5.4.3. Monitoring	188
5.4.3.1. Departmental officials	188
5.4.3.2. Educators	189
5.4.3.3. Communities	189
5.4.4. Ongoing evaluation	190
5.4.4.1. Departmental officials	190
5.4.4.2. Educators	190
5.4.4.3. Educationists	191
5.4.5. Support workshops	191
5.4.5.1. Departmental officials	191
5.4.5.2. Non-governmental organizations (NGOs)	192
5.4.5.3. Educators	192
5.4.5.4. Educationists	192
5.4.6. Review	193
5.4.6.1. Departmental officials	193
5.4.6.2. Educators	193
5.4.6.3. Educationists	193
5.4.6.4. Non-governmental organizations (NGOs)	194
5.4.6.5. Communities	194
5.5. Plans for dissemination	194
5.5.1. Presentation to the RCD (RSM)	194
5.5.2. Presentation in the OBE policy workshops	195
5.5.3. Presentation in seminars	195
5.6. Suggestions for further research	195

5.7. Concluding remarks	196
Reflections on learning	197
Bibliography	201
Annexure A: Questionnaire	210
Annexure B: Interview schedule	222
Appendix A: A letter to the RCD (RSM)	223
Appendix B: A letter to the Director (Manager): ESS	224
Appendix C: A letter to school managers (principals)	225
Appendix D: A letter to junior educators and SMTs	226
Appendix E: Map of the Empangeni Region	227

# CHAPTER 1

## ORIENTATION OF THE STUDY

### 1.1. INTRODUCTION

When South Africa approached the transition to democracy, communities, especially previously disadvantaged communities, had their hopes heightened that education would change for the better and be free and equal for all. It is for this reason that the National Education Policy Investigation (NEPI 1993:1-4) formulated the following principles that should apply to education in general: non-racism, democracy, equality, a unitary system and redress. There was therefore a need to introduce a unitary system of education that would redress the past disparities of apartheid education and ensure the principles of non-racism, democracy, equality, transparency and accountability as enshrined in the new constitution of the Republic of South Africa (hereinafter referred to as Constitution).

A new form of education which is called Outcomes-Based Education (OBE) has been introduced. However, it seems from informal interviews with educators, the present Outcomes-Based Education policy which is meant to redress the past disparities in the education system of South Africa is not receiving the necessary support from all stakeholders in education.

Mokgalane (2000:5) provides us with a clear picture of who the stakeholders in education are. He maintains that at the beginning of every year the entire education system comes under scrutiny by politicians, educationists, educator unions, communities, parents, professionals, academics, student organizations, media, policy-makers, parliamentarians, other education stakeholders and other people interested in education. However, for some reasons this public scrutiny seems to be lacking consistency and continuity.

This study, therefore, seeks to evaluate Outcomes-Based Education (OBE) policy in public schools in the Empangeni Region. This region is convenient to the researcher because that is where he is working as a departmental official and is involved in OBE activities.

## **1.2. BACKGROUND TO THE PROBLEM**

To provide a clear background to the study it is necessary to discuss the education management policies that were in place prior to and after democracy in South Africa.

### **1.2.1. PRE-DEMOCRATIC EDUCATION MANAGEMENT POLICIES**

Robertson (1973:ii) exposes the pre-democratic South African government as:

“ a regime of totalitarian right which is methodically imposed on the South African society in terms of an ideology comprising two basic, interrelated elements in: apartheid (segregation) and baasskap (white domination).”

Robertson’s research shows that education in South Africa was predominantly shaped by policies developed exclusively by government officials and education agents of the status quo. The government’s exclusive responsibility for policy directives is confirmed and exposed by apartheid critics in a variety of literary sources like Christie (1985).

Porter and Hicks (1995:12) argue that, because, in developing countries generally, public officials are much more influential than other stakeholders in policy formulation, respective policies tend to be informed predominantly by expertise contained in the circles of government. This means that policy communities are largely made up of government technocrats together with researchers based in public sector institutions such as universities, and this was, incidentally, the scenario during the apartheid regime (Porter and Hicks, 1995:12).

Pampallis (1993:2) concurs with this view and argues that in general the state has an advantage in any negotiations to restructure a new education system. The reason for this, he elaborates, is that it controls the education system and is in a position to make changes which will promote the type of education system that it wants to create in future. It is generally accepted that the quality of an institution does not exist independently of the wider system in which it is located. Predictably, therefore, the system inevitably

contributes to the type of institutions which comprise it. This is therefore what characterized the pre-democratic education system (Chetty, 1998:46).

The apartheid education system, therefore, prompted the African National Congress (ANC) to come up with a Policy Framework (1994:2) in which they emphasized that the challenge they face was to create an education and training system that would ensure that the human resources and potential in our society are developed to the full. It is the challenge posed by the vision of the Freedom Charter to open the doors of learning and culture to all (Policy Framework, 1994:2).

It is clear that apartheid education did not open doors to all and deprived participation by all stakeholders. It is for this reason that the National Education Policy Investigation (NEPI) Report (1993:182-183) confirms that parents have had little say in what happens in schools and the disenfranchised majority have had no parliamentary representation through which to respond to the presentations of education bills.

For the purposes of comparative analysis, a brief discussion of Education Renewal Strategy and the National Education Policy Investigation will follow hereunder.

#### **1.2.1.1. THE EDUCATIONAL RENEWAL STRATEGY (ERS):1991**

There is no substantial report obtained from the ERS except that information about it comes up as criticism by the NEPI. The ERS document came under scrutiny by the National Education Policy Initiative team which exposed it as a strategy planned exclusively by government bureaucracy for the purpose of protecting the privileged minority through the policy of decentralization (NEPI, 1993:19).

According to the NEPI Report (1993:20), the ERS espouses the view that the new education model must emphasize oneness or commonality, whilst on the other hand diversity is made up for. NEPI (1993:19) makes the following observations with regard to the ERS proposals:

- Heavy stress is placed on cost-effectiveness, decentralization and efficiency.

- Considerable importance is given to securing meaningful power at the level of the regional departments and to devolution of authority to individual institutions, although it is not clear that the proposed mechanisms would necessarily achieve this in all communities.
- Very little emphasis is placed on democratization beyond proposals to pass on costs to “clients”, and a role of parents and learners in the governing bodies.
- There is no discussion whatsoever of the issue of equality beyond monitoring it as a “principle” and little attention is paid to redress of historical inequality and disadvantage.
- There is no provision in the document for explicitly addressing the issues of non-racist and non-sexist education beyond the statement of principle.

This observation, without any doubt, confirms that the ERS proposals lacked focus in some areas of importance like democratization of education and redress of the past disparities in education. This therefore prompted an investigation into education through the National Education Policy Investigation (NEPI) team.

#### **1.2.1.2. THE NATIONAL EDUCATION POLICY INVESTIGATION (NEPI:1993)**

NEPI, which was a project of the National Education Co-ordination Committee, comprised of twelve education research reports such as human resource development, governance and administration, teacher education, curriculum and language (NEPI, 1993:1).

According to the NEPI Report (1993:6-7) the key principles that should underpin educational objectives are: non-racism, non-sexism, democracy, equality, a unitary system and redress.

A concerted effort was to be made at both the macro and micro-educational levels to implement such principles because it required a redistribution of capital investments, a revision of and renewal of the curriculum, including a democratic shifting of group dynamics (Chetty, 2000:26). In some cases these efforts were thwarted by the vast differences that have been caused by the apartheid education system. These challenges do

not only call for higher commitment from the government but also from leadership at school level. This has brought about a very complex system in school management. It requires the development of innovative management skills to promote successful and effective education institutions (Chetty, 1998:26).

### **1.2.2. POST-1994 AND DEMOCRATIC DEVELOPMENTS IN EDUCATION MANAGEMENT POLICIES**

After the 1994 first democratic elections South Africa saw the formulation of a single integrated National Education system under the National Department of Education. The transformation of the South African Education system is a systematic one both at the levels of curriculum reform and the level of structural transformation (Chetty, 1998:27).

At the level of curriculum transformation South Africa has adopted an Outcomes-Based Education (OBE) system. This approach aims at facilitating holistic learning, integrating training and education and promoting life-long learning. This new approach is based on democratic principles as outlined in the Constitution.

At the structural level, a National Qualifications Framework (1996) has been set up which allows for multiple entrance and exit points in education and redefined qualification structure. Schools have been restructured in terms of new guidelines for organization, funding and governance. In terms of these new guidelines, schools through their managements have to be accountable not only to the government but also to the public. The organizational nature of the school is also influenced by the democratic principles enshrined in the Constitution of the country. This therefore has a significant impact on the management of schools and the implementation of the new curriculum at the school level (Chetty, 1998:28).

### **1.3. JUSTIFICATION OF THE STUDY**

The researcher is intensively involved in research in the private sector with the aim of finding out what private companies suggest should be done to make learners from the public school system competitive and marketable. From that interaction with the business



world it emerged that learners who were produced by the past system of education lack very critical skills such as problem-solving, analytical and communication skills.

This is also underscored in the endorsement of the principles of the National Qualifications Framework (NQF) in the White Paper on Education and Training (1995:5). It argued that successful modern economies and societies require citizens with a strong foundation of general education with the desire and ability to continue to learn, adapt to, and develop new knowledge, skills and technologies, move flexibly between occupations, take responsibility for personal performance, set and achieve high standards and work cooperatively (The White Paper on Education and Training, 1995:5).

It is therefore crucial and very important that the present education system should emphasize these skills. It is indeed true that on policy, the new curriculum, OBE, pays particular attention to these skills. However, what is important now is to find out whether OBE policy has been implemented successfully to address and promote these crucial skills to learners. This can be done through curriculum evaluation. According to Pawson & Tilley (1997:2) evaluation has become a mantra of modernity. It is true that we live in what has been described as an evaluative state where evaluation procedures and processes are a routine part of management and administration and a mandatory requirement of government investment in public services (Norris, 1995:2).

The lodestar of evaluation has been the measurement of congruence between objectives and performance, goals and outcomes. The emphasis on objectives achievement and accountability arises from a number of political interests and concerns: Are people doing what they are supposed to be doing? Is public money being used for the purposes for which it was intended? What is the pay-off from public investment in education? Are public services meeting their targets? How can the efficiency and effectiveness of services be improved? (Norris, 1995:280).

Like the other areas of evaluation, the practice of educational evaluation is about social planning and control and the key value is that of order (Norris, 1990:14).

When one looks at the theoretical assumptions and propositions from OBE policy one is convinced that it is without any doubt addressing very significant and crucial issues in education. What is lacking though in the theoretical framework of OBE policy is a systematic developmental model which will ensure that OBE policy is implemented effectively. It therefore becomes important that, apart from the evaluation of OBE policy in the Empangeni Region schools, this research also seeks to develop a tool which will help school principals and educators administer the implementation of OBE policy effectively.

#### **1.4. STATEMENT OF THE PROBLEM**

Currently in 2001, OBE policy has been implemented up to Grade 4 at the primary school level and up to Grade 8 at the secondary school level. From informal interviews with educators who have already implemented OBE policy there are some prevalent implementation problems.

Most schools are at different levels of implementation. Some schools have already started implementation of OBE policy whereas others are still using traditional teaching methods. This creates a situation where educators who were motivated and keen to implement OBE policy are demotivated because they claim that they do not receive the necessary support from the school during implementation.

When school principals were interviewed on the subject of implementation it emerged that some of them are not sure as to what kind of support they should give educators in the implementation stage especially because there is no management model which is currently in place.

The first attempt at the implementation of the OBE policy has been through the implementation of Curriculum 2005 which is presently characterized by a lot of problems. The Curriculum 2005 Report (2000:24) maintains that educators felt officials do not value their work. The Report goes on to add that there is a widespread sense that departments and school managements (principals) provide far too little support and cannot in fact support them. It further adds that provincial and district capacity to implement Curriculum

2005 and provide support to educators in classrooms is hampered by problems in the organization of curriculum support structures, shortages of personnel, inadequate expertise of personnel and lack of resources for supporting Curriculum 2005. This study compared this report with its findings in the public schools in the Empangeni Region.

### **1.5. AIMS OF THE STUDY**

The main aim of the study was to evaluate the OBE policy in public schools in the Empangeni Region.

In pursuance of the aims of the study, investigations were carried out to answer the following questions:

(a) What policy measures apply to OBE as a policy? (b) To what extent do normative factors apply in the education policy? (c) What factors promote and or hinder the implementation of public policy in general and OBE policy in particular? (d) What normative model can be recommended for the public management and implementation of policies dealing with OBE?

The researcher did the following to answer these questions:

(a) Consulted a variety of literature including official legislative documentation and other legislative resources to find out what policy measures apply to OBE policy. (b) Found out from OBE policy documentation the normative factors that apply in the other legislative documentation like the Constitution. (c) Consulted junior educators and school managers by way of questionnaires and interviews to find out the factors that promote and or hinder the implementation of the OBE policy and (d) Blended theoretical propositions and educators' and school managements' suggestions to recommend a normative model for the public management and implementation of policies dealing with OBE policy.

## **1.6. SIGNIFICANCE OF THE STUDY**

Most research studies have concentrated on school management. Very few researchers, if any, concentrate on the evaluation of the education policy. This study will contribute towards an understanding of education policies and encourage implementation that will ensure effectiveness. The recommended model could be used in the implementation not only of OBE policy or education-related policies but any other government policy. This study could also be incorporated in the teaching curriculum and offered in higher education institutions like universities, colleges of education and technikons as part of management development.

## **1.7. METHODOLOGY**

The method of investigation used in this study was such that it correlated with the aims of the study. This was divided into:

- i) Literature study which entails theoretical framework within which the research is built and
- ii) Empirical study which entails the data collection method and method of data analysis.

Data was collected by means of questionnaires and interviews that were administered to School Management Teams (SMTs) or junior educators in the Empangeni Region public schools to find out how they view the implementation of OBE policy in their respective schools. Responses of both SMTs and junior educators were, thereafter, analyzed.

## **1.8. DELIMITATION OF THE STUDY**

This study was limited to one hundred primary schools and one hundred secondary schools in the Empangeni Region. This region is situated in the northern-coastal areas of KwaZulu-Natal starting from Tongaat up to Hlabisa (See the map in Appendix E). The region has rural, semi-rural and urban schools which are characterized by huge inequalities caused by the apartheid education system. The disparities found in these schools impact negatively on the performance of these schools. Types of educators teaching in these schools range from

unqualified, underqualified, semi-qualified, moderately qualified and highly qualified educators. Most rural schools have unqualified and underqualified educators.

The problem investigated was restricted to the evaluation of the OBE policy in public schools in the Empangeni Region. This covered the theoretical framework that underpins and informs the OBE policy, factors that promote and or hinder the implementation of OBE policy and recommendation of a model for public management and successful implementation of OBE policy.

### 1.9. LIMITATIONS

The study concentrated on what could be done rather than the damage that has already been done. The model sought in this study addresses what should or will happen. It is therefore proactive rather than reactive in the sense that it does not indicate how failed implementation should be addressed.

The existence of disparities in schools including human and physical (material) resources make it difficult to find similarities and differences in the implementation of OBE policy. Some schools may be adequately resourced but, for some reasons that may not come up in the study, fail to implement OBE policy effectively. Some political reasons can also contribute towards the failure of implementation.

### 1.10. GLOSSARY OF TERMS

For the sake of clarity and convenience the researcher saw a need to define the following concepts as they are constantly used in this study:

- **Public Policy** is defined by Hanekom (1987:8) as a desired course of action and interaction which is to serve as a guideline in the allocation of resources necessary to realize societal goals and objectives, decided upon and made publicly known by the legislator.
- **Implementation** is defined by the Oxford Paperback Dictionary (1988:206) as the process of putting a particular programme into effect. Policy can only be

implemented if it is acceptable, legitimate and negotiated by all stakeholders. McLaughlin (1987:171) asserts that implementation is not about automatic transmission, but is a process of bargaining and negotiation between the various local and national actors. Where policies are viewed as acceptable, illegitimate and have not been negotiated by all stakeholders but are forced into practice by authoritarian managers, these policies are adopted rather than implemented. This research uses implementation to refer to the process of putting OBE policy into practice.

- **School** is defined by Ngubane (2000:6) as the educational establishment in which learners and educators interact with the responsibility entrusted on the educator to help the learner attain knowledge, values, skills and right attitudes that will help him or her face the challenges of the real world. This links with the definition provided by the South African Schools Act (1996:10) that “school” is a public school or an independent school which enrolls learners in one or more grades between grade zero and grade twelve. Public schools are categorized in terms of ordinary public schools and public schools for the learners with special needs. This research also regards the “school” as the place in which learners interact with educators where educators impart knowledge to the learners.
- **Public school** is defined by the Oxford Paperback Dictionary (1988:651) as a school managed by public authorities. “Public school” in this research is defined as the kind of the school that is managed by the government.
- **Policy** is defined by the CDE Resource Document (1994:6) as a purposive course of action based on currently acceptable societal values, followed in dealing with a problem or matter of concern, predicting the state of affairs which would prevail when that purpose has been achieved.
- **Policy process** is defined by the Public Administration Dictionary (1995:98) as the administrative, organizational, and political activities and attitudes that shape the transformation of policy inputs into outputs and impacts.
- **Policy alternative** is defined by the Public Administration Dictionary (1995:97) as a potentially available course of action that may contribute to the attainment of values and the resolution of a policy problem.

- **Policy problem** is defined by the Public Administration Dictionary (1995:98) as an unrealized need, value, or opportunity which, however identified, may be attained through public action. It is a mental or conceptual construct abstracted from a problematic situation by an analyst or other stakeholders.
- **Policy impact** is defined by the Public Administration Dictionary (1995:97) as an actual change in behaviour or attitudes that results from a policy output.

The Senior Phase Policy Document (1997:1-31) defines concepts used in OBE as follows:

- **Outcome** is an expected or resultant performance after the learner has attained relevant knowledge, skills, values and attitudes.
- **Competence** is the capacity for continuing performance within specified ranges and contexts resulting from the integration of a number of specific outcomes.
- **Critical outcomes** are the broad, generic cross-curricular outcomes which underpin the Constitution and which are adopted by South African Qualifications Association (SAQA).
- **Specific outcomes** are the specification of what learners are able to do at the end of a learning experience.
- **Curriculum** includes all aspects of teaching and learning.
- **Curriculum Framework** is a philosophical and organizational framework which sets out guidelines for teaching and learning.
- **Curriculum Development** is a generic term for the development of learning programmes, learning materials, lesson preparation, etc.
- **Learning Programme** is the vehicle through which the curriculum is implemented at various learning sites such as the school.
- **Organizers** are tools by which the outcomes are grouped for planning.
- **Performance Indicators** are broad indications of what evidence learners need to present before they are seen as having achieved the specific outcome.
- **Range Statements** are the scope, depth and parameters of the achievement including indications of the critical areas of content, processes and context which the learner should engage with in order to reach an acceptable level of achievement.

- **Progression** is the movement of learners from one grade to another by reference to chronological age where applicable.
- **Assessment** is the evaluation of the learners' task or series of tasks in order to obtain learners' competence.
- **Assessment Criteria** are statements of the sort of evidence that teachers need to look for in order to decide whether a specific outcome or aspect thereof has been achieved.

### 1.11. DEMARCATION OF CHAPTERS

Demarcation of chapters in this study is structured in the following manner:

In chapter 1 the researcher describes the orientation and background of the study which includes introduction, background to the problem, motivation of the study, statement of the problem, aims of the study, significance of the study, delimitations of the study, limitations of the study, definition of terms and the organization of the study. Information provided under the subtopics listed above provided clear explanation why this study had to be undertaken and also projection on how the study would be done.

Chapter 2 deals with theoretical and conceptual perspectives on OBE policy. The chapter reviews the public policy and its processes, divergent theoretical foundations of the education policy and the theory of OBE policy.

Chapter 3 deals with research methodology and includes procedures and instruments for the analysis of data. This chapter focuses on the preparations for the study; the research instruments used in the research which are the questionnaire and interview schedule; the statistical techniques used in the analysis of data and ethical issues.

Chapter 4 discusses the presentation, analysis and discussion of research results. This is done through tabular presentation and frequency distribution of responses obtained through the questionnaire and interview schedule.



Chapter 5 reviews the study, draws conclusions and provides recommendations which include a recommended model. This chapter also provides directions for future research. A separate section after this chapter discusses reflections on learning from the research process.

## **1.12. CONCLUSION**

The purpose of this chapter was to give an overview of the whole research. Research background was given with an aim of contextualizing the research topic and both the general and specific aims within the present school situation were outlined.

Methodology to be used was then outlined. Limitations that may affect the outcome of the study were also outlined. The researcher also discussed how these limitations could be overcome. Programme of actions by way of demarcating different chapters that will be done in this study was also outlined.

## **1.13. PROJECTION FOR THE NEXT CHAPTER**

The next chapter (2) reviews the public policy and its processes, divergent theoretical and conceptual perspectives of the public policy and OBE policy. The chapter begins with the discussion of the public policy and its processes and then focuses on the details of OBE policy which include constitutional, legislative foundations and institutional arrangements of OBE policy and its components. The Revised National Curriculum Statement is also discussed in great details and this is followed by criticism of OBE policy which is presented by different scholars.

**CHAPTER 2**  
**OUTCOMES-BASED EDUCATION POLICY: THEORETICAL AND**  
**CONCEPTUAL PERSPECTIVES**

**2.1. INTRODUCTION**

This chapter reviews the public policy and its processes, divergent theoretical foundations of the education policy (curriculum) and the theory of OBE policy. The rationale for the inclusion of the public policy process and these theories is because their assumptions or principles are consistent with the OBE policy that is evaluated in this study.

The chapter begins with the discussion of the public policy, its processes and evaluation. This is followed by a detailed discussion of OBE policy where the following areas are discussed in great details: constitutional foundations of OBE policy; legislative foundations of OBE policy; institutional foundations of OBE policy; components of OBE policy; the Revised National Curriculum Statement and criticism of OBE policy.

**2.2. POLICY AND PUBLIC POLICY**

Policy in general is defined as a purposive course of action based on currently acceptable societal values, followed in dealing with a problem or matter of concern, and predicting the state of affairs which would prevail when that purpose has been achieved (CDE, 1995:9). This definition of policy provides a clear understanding of public policy which is defined by Hanekom (1991:7) as:

- A kind of guide that delimits action;
- A mechanism employed to realize societal goals and to allocate resources;
- Whatever governments choose to do or not to do;
- The description and explanation of the causes and consequences of government activity;
- A comprehensive framework of and for inter-action;
- Purposive goal orientated behaviour;
- A desired course of action to achieve particular objects or goals;
- A declaration and implementation of intent; and

- The authoritative allocation through the political process, of values to groups or individuals in the society.

From the foregoing exposition it becomes apparent that it is difficult to have a comprehensive definition of public policy. However, to summarize, public policy can be defined as a desired course of action and interaction which is to serve as the guideline in the allocation of resources necessary to realize societal goals and objectives, decided upon and made publicly known by the legislator (Hanekom, 1987:8). This relates to the fact that public policies in modern political systems do not, by and large, just happen. According to Anderson (1984:6) they are instead designed to accomplish specified goals or produce definite results, although these are not always achieved.

Policies do also consist of courses or patterns of action taken over time by governmental officials rather than their separate, discrete decisions. More importantly public policies emerge in response to policy demands, or those claims for action or inaction on some public issue made by other actors. In other words, some demands simply call for action; others also specify the action desired (Hanekom, 1987:8).

The following are some of the important functions of public policy as provided by Hanekom (1987:9):

- To communicate the values of the society;
- To provide guidelines for the many decisions and actions that organizations and institutions take daily;
- To embrace a very broad sphere of governance, from the generalized articulation of values to formulation of rules and criteria for enforcing the law; and
- To provide a basis on which to foresee outcomes, and a yardstick for evaluating performance of public institutions.

The following illustration helps in the understanding of the public policy and the policy process:

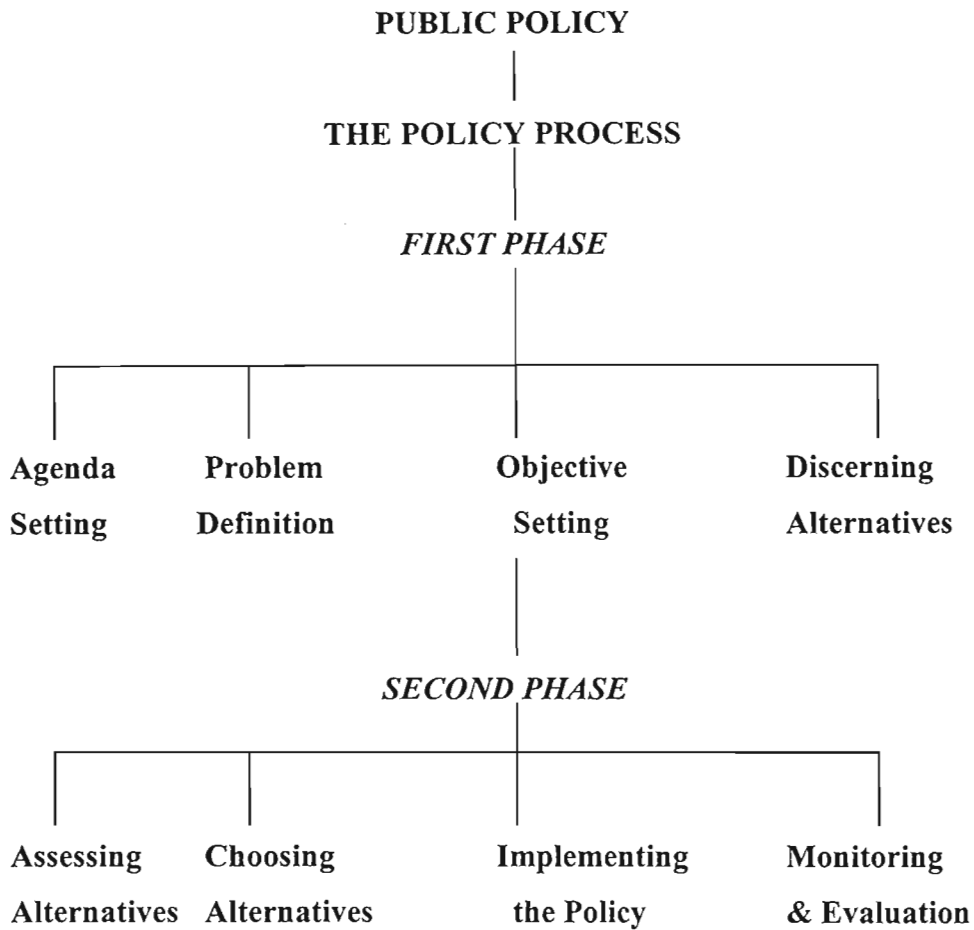
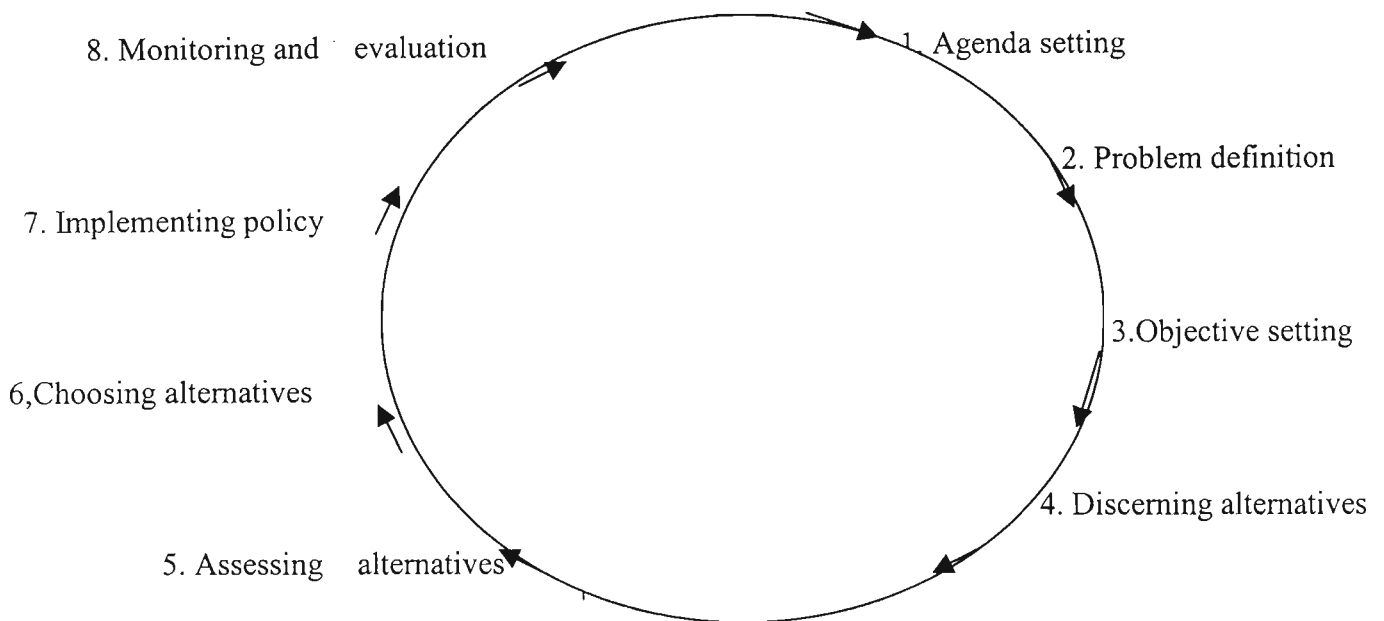


Fig. 2.1. Public Policy and Policy Process

### 2.3. POLICY-MAKING PROCESS

The policy-making process refers to the different processes the policy has to go through before it is adopted and implemented. This process can be best integrated in the form of the policy cycle that will be illustrated and discussed hereunder.

## PUBLIC POLICY-MAKING CYCLE



**Fig. 2.2. Stages of the Public Policy Process (Kingdon, 1992:9).**

For the sake of clarity the 8 stages of the public policy process will now be discussed.

### **2.3.1. AGENDA SETTING**

According to Kingdon (1992:9) agenda setting refers to listing the issues that warrant serious consideration for the making or remaking of policy. It should, however, be stated that only a portion of these issues will succeed in securing agenda status because officials lack time, resources, interest, information or will to consider many of them. Anderson (1994:93), therefore, maintains that agenda building is a competitive process, and a number of factors determine whether an issue gets on an agenda, including how the problem at issue is defined.

### **2.3.2. PROBLEM IDENTIFICATION**

In defining the problem the gap between the reality of a current situation and the ideal is determined. Anderson (1994:38) combines problem identification with agenda setting because according to him some problems that receive considerations by policy-makers require an examination of agenda setting. Questions that may be asked in this regard are: What is a public problem? Why does some condition or matter become a public problem? How does a problem get on a governmental agenda? Why do some problems not achieve agenda status? These questions link the policy with its objectives as suggested by Wissink and Cloete (2000:116) that problem identification or the statement of the problem leads to nowhere if clear goals and objectives are not clearly identified and formulated.

### **2.3.3. OBJECTIVE SETTING**

This refers to choosing specific goals to be achieved by the policy to be formulated. There could be a lot of objectives that could be achieved by government policies. For example, Hanekom (1987:6) maintains that a policy may be made to safeguard the integrity and freedom of our country, to respect and to protect the human dignity, life, liberty and property of all in our midst. This study focuses on the provision of equal education to all South Africans as the main objective of the education policy as explained by the Policy Document (1997:1).

### **2.3.4. DISCERNING ALTERNATIVES**

It refers to identifying potential courses of action that could achieve the designated objective. In linking alternatives and objectives, Dunn (1994:196) maintains that it is important that alternatives imply goals and objectives, just as goals and objectives imply policy alternatives.

According to Anderson (1994:38) questions that may be asked regarding alternatives are: How are alternatives for dealing with a problem developed? Are there difficulties and biases in formulating policy proposals?

### **2.3.5. ASSESSING ALTERNATIVES**

This refers to forecasting the likely outcomes of each alternative, including benefits and costs. According to Kingdon (1992:26) the following are criteria for the assessment of benefits:

#### **a) Benefits**

In finding out about the benefits the following questions may be asked: What benefits are attained in each alternative? For whom are those benefits attained? When are those benefits attained? How much are they valued or needed? Who would be denied benefits? How do these benefits compare with those provided to other groups in other policies? (Kingdon, 1992:26).

#### **b) Costs**

In determining costs the following questions may be asked: What are the costs of each alternative? For whom are those costs intended? What would it cost the government? Who might be harmed as a result? What other benefits could be gained? (Kingdon, 1992:26).

#### **c) Feasibility**

To understand feasibility of the alternative policy the following questions need to be asked: How well is the alternative likely to work when assigned to a specific agency? Can the policy meet legal and constitutional tests if someone files a lawsuit over it? Do the knowledge and technology exist to enable its implementation? Is there enough money available to fund it adequately? (Kingdon, 1992:26)

#### **d) Mutual effects**

Each policy relates in many ways to other things that governments do, and their successes and failures are intertwined. The most important question to ask here is whether the alternative impacts positively or negatively on other policies (Kingdon, 1992:26).

### **e) Political acceptability**

The policy emerges because it is judged right or best by legislations and executives who see that it fits the expectations that they and influential others hold of their jobs and of the government as a whole. Because democracy is a process of shared decision-making, a choice must fit the aims of those who join in making that decision (Kingdon, 1992:136). According to Kingdon (1992:136) this means that when there is widespread disagreement over an issue, the policy may be chosen only after long deliberation and might well be changed shortly thereafter.

### **2.3.6. CHOOSING ALTERNATIVES**

This refers to enacting into law a specific package of programs and means of implementing them. Alternatives can be chosen according to how best they can be feasible in their implementation. Anderson (1994:38) prefers to call this stage policy adoption because it involves deciding which proposed alternative, including taking no action, will be used to handle a problem.

### **2.3.7. IMPLEMENTING POLICY**

This refers to applying one or more of the implementation processes to achieve the objectives for which the policy was intended. Kingdon (1992:27) defines implementation as the process of realizing public policy thereby achieving the public purposes for which the policy was made. The idea behind implementation of any public policy is to promote public welfare. The making and implementation of policies are, therefore, shaped by the agreements, ideals and prescribed guidelines for political and administrative conduct, which have a normative and directional effect on political aims and the administrative realization of those aims (Hanekom, 1991:55).

The implementation stage begins as a task assigned to one or more agencies, along with authority, to spend money, hire personnel and to obtain other resources necessary. The agencies thereafter make rules and procedures by which to operate. It is however questionable whether the agencies do have the necessary capacity in this regard.



According to Mazmanian and Sabatier (1989:41) there are six conditions for effective implementation of public policy:

(a) The enabling legislation or other legal directive mandates policy objectives which are clear and consistent with or at least provides substantial criteria for resolving good conflicts. This therefore means that behind any policy there should be strong legislation.

(b) The enabling legislation incorporates a sound theory identifying the principal factors and casual linkages affecting policy objectives and gives implementing officials sufficient jurisdiction over target groups and other points of leverage to attain, at least potentially, the desired goals.

(c) The enabling legislation structures the implementation process so as to maximize the probability that implementing officials and target groups will perform as desired.

(d) The leaders of the implementing agency possess substantial managerial and political skill and are committed to statutory goals.

(e) The programme is actively supported by organized constituency groups and by a few legislators throughout the implementation process, with the courts being neutral or supportive.

(f) The relative priority of statutory objectives is not undermined over time by the emergence of conflicting public policies or by changes in relevant socio-economic conditions which weaken the statute's causal theory or political support.

Authors like Cloete and Wissink 2000, emphasize that no matter how thorough the policy making process, or whether policies decided upon were analyzed with a view to improvement if necessary, before being implemented, new and unanticipated problems may be encountered during implementation. It therefore becomes paramount that failures

in policy implementation be expected and the following reasons for failure of policy implementation are provided by Hanekom (1987:61):

- Community expectations are always in flux and are constantly growing, which could result in the inadequacy of the means at the disposal of the government to meet those expectations. In the case of an education policy, communities may expect that the government should provide free education and the provision thereof may exhaust the funds and lead to a situation where that free education is provided with inadequate resources.
- A policy aimed at solving a particular problem may create a problem in another area. Provision of free education may mean that taxpayers will have to pay more for provision of adequate facilities.
- The government may want to stop a particular social phenomenon, but may find it impossible to do so. For effective policy implementation the government should provide necessary infrastructure which may not be available if the funds are constrained.
- Social problems are complex, and a given policy may not have the desired effects. In times of high unemployment people are often advised to improve or redirect their skills through multi-skilling themselves and training, only to find that there are no new jobs which would make implementation more effective.
- Too much information may overwhelm the policy-implementers to the point that they are incapable of finding their way in the maze of facts presented to them. Some educators feel that there is too much information on education policies which makes it difficult to implement them.

- Quantification of goods or problems could prove to be impossible. The education sector has numerous and diverse problems and goals that it becomes very difficult for the government to attend to or achieve all of them at once.
- The main premise of public policy is that it should be in harmony with the public interest. The question nevertheless remains: Who decides what the public interest is, how should it be served, or which section of society will be taken as representative of the public interest?

Other reasons associated with the non-implementation of policies according to Wholey, et al. (1994:54) are:

- Imperfect knowledge of the problem leading to an unbalanced solution to be framed;
- An inadequate amount of money available or too few properly trained personnel;
- Assigning the implementation of a particular policy to different institutions or agencies with no suitable ability for the task;
- Dependence on approval from other institutions if more than one institution is involved in the implementation; and
- Relying on the thrust of a specific leader to ensure implementation.

Furthermore, the behaviour or resistance of those at whom the policies are aimed cannot be controlled: they may not act as envisaged, and the unintended consequences of the policies being implemented may lead to results differing from what was intended. It is also possible that the absence of suitable procedural arrangements and effective control measures may have an adverse effect on policy implementation.

### **2.3.8. POLICY MONITORING AND EVALUATION**

All new policies should be understood as opportunities for learning, and data collection is an essential part of the implementation effort. Mistakes are a natural feature of implementation, to be deplored only if one does not learn from them how to do better the next time (Anderson, 1994:188). It is for these reasons that policy monitoring and evaluation become important.

## **2.4. PUBLIC POLICY EVALUATION**

The evaluation of public policy is an attempt to assess the content and effects of policy on those for whom it is intended (Wholey, et al. 1994:59). Policy evaluation should occur throughout the policy process not necessarily at its termination stage. Cloete (2000:211) defines policy evaluation as the use of a policy-analytic research method or technique to measure performance programmes so that the continuous change in activities can be determined with a view to improving effectivity, especially their impact on the conditions they are supposed to change. There are generally three recognized methods of policy evaluation (Wholey, et al. 1994:60):

### **2.4.1. PUBLIC POLICY IMPACT EVALUATION**

In an assessment of overall progress, impact and effectiveness, the emphasis is on determining the extent to which programmes are successful in achieving basic objectives and on the comparative evaluation of national programmes. According to Anderson (1994:240) the impact of policy may have several dimensions, all of which must be taken into account in the conduct of evaluation, and they are:

- Policies affect the public problem at which they are directed and the people involved. Those whom the policy is intended to affect must be defined.
- Policies may affect situations or groups other than those at which they are directed. These are called policy spillovers. Policies should therefore outline explicitly how policy spillovers may be avoided or dealt with.
- Policies have consequences on future as well as current conditions and for some policies most of their benefits or some of their costs may occur in the far future.
- The costs of policies are another element for evaluation especially because some of them may be more difficult to discover or calculate.
- Policies may have effects that are symbolic (intangible) as well as material (tangible). Symbolic policy outputs produce no readily discernible changes in societal conditions.

### **2.4.2. PUBLIC POLICY STRATEGY EVALUATION**

This evaluation is an assessment of the relative effectiveness of programme strategies and variables. The emphasis is on determining which strategies, methods and procedures are most productive and effective.

### **2.4.3. PUBLIC POLICY PROJECT APPRAISAL**

The process is an assessment of individual projects through site visits and other activities with emphasis on managerial and operational efficiency (Wholey, et al.1994:61).

From the views put forth above it becomes clear that policy evaluation broadly requires knowledge of what is to be accomplished within a given policy (policy objectives), how to do it (strategy) and what has been accomplished towards attainment of the objectives (policy impact or outcomes) and the relation of policy thereto. All these methods of policy evaluation are integrated in this study. Policy evaluation does have its barriers which are related to dimensions of policy impact as put forth by Wholey, et al. (1994:61) and supported by Anderson (1994) and they are:

- **Uncertainty over policy goals**

When the goals of the policy are unclear, policy evaluation becomes a difficult task. This situation is often a product of the policy adoption process. Since support of a majority coalition is often needed to secure adoption of a policy. It is often necessary to appeal to a wide spectrum of persons and interests as possible.

- **Difficulty in determination of causality**

Systematic evaluation requires that changes in real life conditions must demonstrably be caused by policy actions. The determination of causality between actions, especially in complex social and economic matters, is a difficult task.

- **Diffused policy impacts**

Policy actions may affect a wide spectrum of people both in the target and non-target categories and also have many intended or unintended consequences.

- **Difficulties in data acquisition**

A shortage of accurate and relevant facts and statistics may always hinder the work of the policy evaluator. Official resistance to provide all types of relevant data may also prove to be a hindrance.

These relate to what Cloete (2000:230) prefers to call evaluation constraints and are enumerated next:

- Insufficient planning for and monitoring of the compilation of baseline or culmination data result in incomplete databases with incomplete information which may lead to inaccurate findings and conclusions.
- Policy goals and objectives are often absent, unclear or deliberately hidden and may change during the project or programme life cycle.
- Criteria or indicators for measuring change are sometimes insufficient.
- Unintended consequences, spillovers or side effects may complicate the evaluation process.
- The cumulative impacts of different, specially integrated projects or programmes that cannot be separated from each other, make sensible conclusions about cause-effect relationships very difficult and sometimes even impossible.
- Evaluation results may sometimes be politically sensitive, and evaluations are therefore either not done, done superficially or done in a biased way.
- The difficulties one frequently encounters when trying to achieve all policy objectives sometimes create the initial impression of different degrees of policy failure.
- Insufficient resources for evaluation sometimes prevent it from being done well or at all.
- Tight time-frames that do not allow sufficient time for thorough evaluation also result in their not being done.
- Evaluation results are sometimes unacceptable because they are too academic and not practical enough; too technical and therefore incomprehensible to decision-makers; too ambiguous and therefore not very useful; too late for specific purposes and therefore regarded as useless; and too critical of decision-makers or managers and therefore not wanted.

#### 2.4.4. VALUES AND PUBLIC POLICY EVALUATION

Just as values play an important role in public policy-making, implementation and analysis, they also play an important role in policy evaluation (Hanekom, 1987:96). Policy evaluators do at times bring their personal judgments to the policy evaluation process. The value system of the institution may also play an important role during the period of evaluation. In other words schools, as sites for this research, may have value systems that may lead them to responding in a particular way to evaluation. To obviate this problem the researcher made sure that everybody who is involved in this process, be it an evaluator or a respondent, does so in an untainted manner. In producing information about policy performance, analysts use different types of criteria to evaluate policy. These criteria are best illustrated by Dunn (1994:405) as follows:

CRITERION	QUESTION	ILLUSTRATIVE CRITERIA
Effectiveness	Has a valued outcome been achieved?	Units of service
Efficiency	How much effort was required to achieve a valued outcome?	Unit costs Net benefits Cost-benefit-ratio
Adequacy	To what extent does the achievement of a valued outcome resolve the problem?	Fixed costs Fixed effectiveness
Equity	Are costs and benefits distributed equitably among different groups?	Pareto criterion Kaldor-Hicks criterion Rawls criterion
Responsiveness	Do policy outcomes satisfy the needs or values of particular groups?	Consistency with citizen surveys
Appropriateness	Are desired outcomes (objectives) actually worthy or valuable?	Public programmes should be equitable as well as efficient.

**Table 2.1. Criteria for Evaluation (Dunn, 1994:405)**

## **2.5. INTEGRATING THE NATURE AND MEANING OF POLICY EVALUATION**

Government policies should by nature of their functions and objectives be subjected to evaluation. Hanekom (1991:89) accentuates this in his definition of public policy evaluation as an appraisal or assessment of policy contents, contexts, processes, implementation and impact in order to determine the extent to which the specified policy objectives are being achieved. It is within this description and explanation of policy evaluation that the researcher used research tools to obtain information and perspectives related to OBE policy. The questionnaire and interview schedule were directed towards obtaining information and perspectives on policy and policy-making processes. With regard to OBE policy, particular emphasis was placed on constitutional and legislative foundations as well as institutional arrangements. Questions were also directed towards the various components, contexts and contents of OBE policy.

## **2.6. OUTCOMES-BASED EDUCATION POLICY**

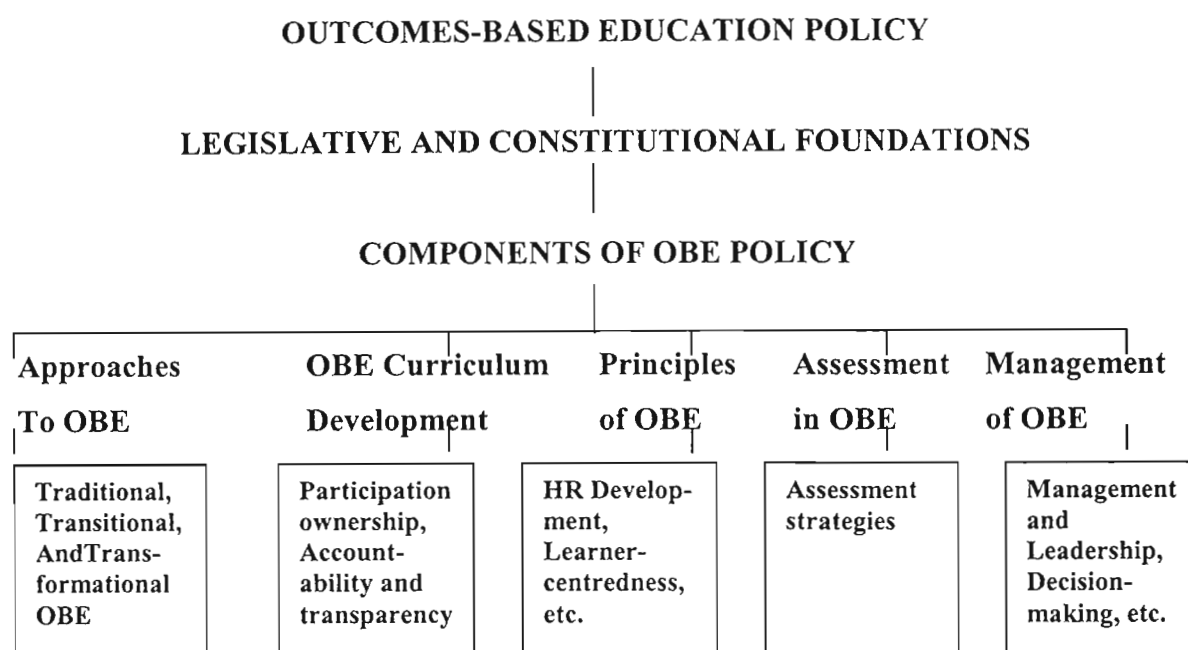
When South Africa attained independence in 1994 it was faced with three major challenges in the field of Education and Training:

- The need to create an equitable system of education and training which would serve all South Africans equally and which would accommodate learners in different education and training programmes;
- The need to improve the quality of education and training in South Africa so that human resources can be developed sufficiently to achieve and sustain significant levels of economic growth to become internationally competitive; and
- The need to create an education and training system which is more flexible, efficient and accessible.

These challenges are also argued in The White Paper on Education and Training (1995:15) that education and training are each essential elements of human resource development and instead of them being viewed as parallel activities, they should be seen as being closely related. The Education Department, therefore, commits itself to an integrated approach to education and training as a vital concept for a human resource development strategy. The new integrated approach that was envisaged by the South African Education system is OBE. The objectives of the Outcomes-Based Curriculum are to ensure that the state's



resources are deployed according to the principle of equity, so that they are used to provide essentially the same quality of learning opportunities for all citizens and to improve the quality of education and training services across the board. The Policy Document (1997:1) maintains that it is necessary for the achievement of the vision for South Africa which is a prosperous, truly united, democratic and internationally competitive country with literate, creative and critical citizens leading productive, self-fulfilled lives in a country free of violence, discrimination and prejudice. This approach can be best illustrated in the following:



**Fig. 2.3. The OBE Policy (Adapted from the Policy Document, 1997)**

The OBE educational system is based on the principle that decisions about the learning programmes should be driven by outcomes (outputs) which learners should display at the end of their learning experiences, as opposed to the inputs of the traditional curriculum driven education and training system. According to Spady (1992:7) an *outcome* is a culminating demonstration of the entire range of learning experiences and capabilities that underlie it, and it occurs in a performance context that directly influences what it is and how it is carried out. An outcome is, therefore, an actual demonstration in an authentic context.

According to Spady (1992:7) **based** means to define, direct, derive, determine, focus and organize what we do according to the nature of the learning result that we want to happen at the end of the learning process. The term ***Outcomes-Based***, therefore, implies that we will design and organize everything we do (curriculum design, instructional planning, teaching, assessing and advancement of learners) around the intended learning demonstrations we want to see at the end. OBE, like all other policies in a democratic state, is guided by the Constitution (Policy Document, 1997:7) and that is the reason why the constitutional foundations of this policy are discussed next.

### **2.6.1. CONSTITUTIONAL FOUNDATIONS OF OBE POLICY**

The values underpinned by the Constitution provide the basis for curriculum transformation and development in contemporary South Africa. The preamble to the Constitution states that the aims of the Constitution are to:

- Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental rights.
- Improve the quality of life of all citizens and free the potential of each person.
- Lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law.
- Build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations.

The Constitution expresses South Africa's social values and its expectations of the roles, rights and responsibilities of citizens in a democratic South Africa. The Bill of Rights (1996) places pre-eminent value on equality, human dignity, life and freedom and security of a person. These and other rights to freedom of religion and belief, expression and association exist side-by-side with socio-economic rights. Each person has a right to freedom from poverty, homelessness, poor health and hunger (Revised National Curriculum Statement, 2001:11).

### **2.6.2. LEGISLATIVE FOUNDATIONS OF OBE POLICY**

The new education policy is founded on the legislative framework which guides and monitors its implementation and this is discussed next.

### 2.6.2.1. THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY (SAQA)

The SAQA Act was promulgated on 04 October 1995 and its aim is to provide for the development and implementation of the NQF and for these purposes to establish the South African Qualifications Authority (SAQA), and to provide for matters connected therewith. SAQA initiatives are aimed at establishing and integrating NQF. The NQF is built and sustained by a quality assuring management system. The framework embodies all nationally recognized qualifications and credits, as opposed to traditional frameworks that intend to organize qualifications within isolated levels, sectors or according to providers of education and training (Policy Document, 1997:8). The NQF consists of eight levels for the General, Further and Higher Education and Training Bands as follows:

<u>NQF levels</u>	<u>BAND</u>	<u>Types of qualifications and certificates</u>
8	Higher	Higher doctorates and further research degrees
7	Education	Higher degrees
6	And	First degrees and higher diplomas
5	Training Band	Diplomas and occupational certificates
4	Further Education	School/College/NGO certificates Grade 12
3	And	School/College/NGO certificates
2	Training Band	School/College/NGO certificates
1	General Education	Senior Phase /ABET LEVEL 4 Grades 7-9
	And	Intermediate Phase /ABET LEVEL 3 Grades 4-6
	Training	Foundation Phase /ABET LEVEL 1 Grades 1-3
	Band	Pre-school

Fig. 2.4. Levels of NQF (Policy Document, 1997:9)

### **a) The Education And Training Bands**

They contain qualifications to be registered on and provide the basis for an integrated education and training qualifications framework. The discussion of the bands within the NQF will now follow:

#### **i) The General Education and Training (GET) Band**

This band consists of NQF level 1 which equals Adult Basic Education and Training (ABET) levels 1 to 4. This band comprises the following three phases:

##### **(1) Foundation Phase**

This phase comprises school Grades 1 to 3, including the Early Childhood Development Phase (ECDP). The main aim of this phase is to develop the child in totality, which should lead to a balanced personality equipped with the necessary skills.

##### **(2) The Intermediate Phase**

This phase consists of school Grades 4 to 6.

##### **(3) Senior Phase**

This Phase consists of school Grades 7 to 9.

Providers of general education and training are schools, work-based training centres, community training programmes, non-governmental organizations (NGOs), churches, ABET programmes, etc.

#### **ii) The Further Education and Training (FET) Band**

This band consists of NQF levels 2 to 4, is non-compulsory and comprises of secondary schools, technical colleges, NGOs, private providers, private education and training institutions, workplaces, private companies and community colleges.

### **iii) The Higher Education and Training (HET) Band**

This Band is made up of NQF levels 5 to 8, is non-compulsory and leads to the achievement of:

- a) diplomas and occupational certificates,
- b) first degrees and higher diplomas,
- c) higher degrees, and
- d) doctorates and further research degrees.

Providers of higher education and training are universities, technikons, private education and training institutions and colleges for professional training (Policy Document, 1997:9).

### **2.6.3. INSTITUTIONAL ARRANGEMENTS OF OBE POLICY**

The following is a discussion of the three levels within which the OBE policy as a new system is located and structured. These are national, provincial and school levels.

#### **2.6.3.1. NATIONAL LEVEL**

At the national level OBE policy is under the National Minister of Education who is helped by his Deputy-Minister, Director-General and the Education Portfolio Committee to come up with policy that would address the past disparities as caused by apartheid in the country. Various stakeholders were involved in collecting information about different approaches that are used in different countries such as Canada, New Zealand and USA (Chetty, 1998:51). The National Education Ministry also set-up measures or programmes for follow-up, monitoring and evaluation of education policies. The Review Committee was set up to review Curriculum 2005 and they came up with the Revised Curriculum Statement.

#### **2.6.3.2. PROVINCIAL LEVEL**

The Provincial Ministry works hand in hand with the Education Portfolio Committee in implementing the national policies like education policies. The Provincial Chief Director of Education Support Services is the one responsible for the implementation of OBE policy. He communicates with the regional curriculum personnel to train the regional core team who will then train educators at the district level.

### **2.6.3.3. SCHOOL LEVEL**

Educators are the ones responsible for the implementation of OBE policy at the school level. Subject Advisors, School Management Teams (SMTs) and Superintendents of Education (Management) assist educators in the implementation. The Regional Office provides other necessary support to schools; for example, they provide educator support materials and learner support materials. They are also responsible for constant evaluation of the implementation of the policy (Policy Document, 1997:10).

### **2.6.4. COMPONENTS OF OBE POLICY**

OBE has different components and these are different approaches, the curriculum development process, principles informing curriculum design, assessment and managing OBE policy. These components are discussed next.

#### **2.6.4.1. DIFFERENT APPROACHES TO OBE POLICY**

OBE can be characterized as Traditional OBE, Transitional OBE and Transformational OBE.

Traditional OBE's starting point is the existing curriculum from which outcomes are derived. The outcomes are synonymous with traditional content-dominated categories and tend to limit the demonstration of competence to small segments of instruction.

Transitional OBE lies between traditional subject-matter curriculum structures and transformational OBE. This approach gives priority to higher-level competitiveness such as critical thinking and problem solving, rather than particular kinds of knowledge or information.

Transformational OBE is a trans-disciplinary approach to learning and equips all learners with the knowledge, competence and orientations needed for success after they leave school. The guiding vision of the school-leaving learner is that of a competent future citizen. To achieve this, it should be guarded against a narrow skills orientation checklist.

The kind of OBE that is currently implemented in the South African Education system is transformational OBE and therefore the term OBE used throughout this research refers to transformational OBE.

#### **2.6.4.2. THE CURRICULUM DEVELOPMENT PROCESS IN OBE POLICY**

The development of the new curriculum framework (OBE) is based on the following principles (Policy Document, 1997:19):

##### **a) Principles of the curriculum development process**

The principles of the curriculum development process are informed by the community values that are enshrined in the Constitution and are discussed as follows:

##### **i) Participation and ownership**

State and community participation are reflected in the following:

- Education and training should be the joint responsibility of the state, the community and private sector;
- There needs to be healthy partnership between state authorities and parents;
- Teachers should strive to be equal partners with employers in curriculum material development; and
- Education and training of all the people as a community development resource should be community driven.

##### **ii) Accountability and transparency**

Curriculum development should be open to public scrutiny. The process should include crucial elements such as research, continuous review and evaluation of curricula.

##### **iii) Affordability and sustainability**

Financial restraints demand that a premium be placed on those elements of curriculum development that need to be addressed urgently within existing realities; for example, strategies to raise the level of the most disadvantaged learners. Ownership by and the continued involvement of all role-players concerned with education and training requires

that curriculum development, teacher development and community development are inseparable.

#### **iv) Coherence with NQF**

The development of the curriculum framework, material guideline documents and learning programmes should occur within the NQF context.

#### **b) Curriculum Evaluation**

The notion of curriculum evaluation theory is based on the fact that the curriculum should be subject to continuous evaluation as an essential element of continuous change and development. Curriculum evaluation these days has shifted from curriculum development to teacher accountability. It has come to be seen as nothing more than the measurement of teacher competence and school effectiveness, largely, perhaps entirely, through the assessment of pupil performance (Kelly, 1999:138).

The curriculum itself is no longer evaluated. What is called curriculum evaluation has become little more than an assessment of the teachers' effectiveness in delivering it and evaluation has thus degenerated into school inspections (school visits). This research hoped to clearly identify the key areas that should be looked at when the curriculum or curriculum development is evaluated.

#### **c) The meaning of curriculum evaluation**

Kelly (1999:138) defines curriculum evaluation as the process by which we attempt to gauge the value and effectiveness of any particular piece of educational activity- whether a national project or a piece of work undertaken with our own pupils. Norris (1988:208) simplifies curriculum evaluation as about describing the meaning, values and impact of a curriculum to inform curriculum decision-making.

What it is to evaluate the curriculum partly depends on how curriculum is conceived. Lawton (1984, 1989) argues that curriculum is a selection from culture of a society. According to him, this general definition of a curriculum raises a number of issues. First,



who should select those aspects or elements of culture for the school? Second, how should such a selection be made and justified? Third, how should this knowledge be organized? Fourth, how is the culture of a society to be conceived, especially given the contradictory trends in many societies towards cultural pluralism, cultural maintenance and the globalization of culture? Fifth, how should the effects of particular expressions of culture become known and evaluated? These are the aspects that should play a prominent role in the evaluation of the curriculum.

Others have conceived the curriculum simply as a course of study to be followed or a written prescription of what it is intended and should happen in schools. If a curriculum is a statement of intentions, it follows that curriculum evaluation should be about the extent to which intention is realized in practice. Curriculum is also sometimes thought of as all that happens in the school. If this is so, then to evaluate the curriculum is to evaluate the whole school.

Norris (1988:209) maintains that broadly speaking there are six commonly used and routine approaches to curriculum evaluation: experimentalism; the objectives achievement model; performance indicators; self-study; expert or peer review and inspection. Taken together, these six approaches represent much of the daily practice of evaluation.

### **i) Experimentalism**

Some methodologists have argued that the only way to settle disputes regarding educational practice and verify educational improvements is to use the procedural rules and controlled conditions of experimental and quasi-experimental designs (Campbell & Stanley, 1966; Cook & Campbell, 1979; Rossi et al., 1979; Saxe and Fine, 1981; Boruch, 1997). Experimentalism appeals to those who see education and its control as susceptible to the production and use of reliable, accurate, valid and most importantly, generalisable scientific knowledge. By ruling out alternative explanations and threats to validity, properly conducted and evaluated experimental trials distil the truth about curricular effects and effectiveness.

For some politicians and administrators the experimental comparative validation of alternative curricular promises facts on which to adjudicate between competing claims for public investment or to support budget requests. The appeal of seemingly definitive scientific judgment on the merits of particular curricula is moderated by the costs and problems of using experimental designs to evaluate education. Very few innovations are designed as experiments and educational provision is not organized in such a way to support rigorous scientific experimentation (Kelly, 1999:139).

There is little political commitment to the values or practices necessary for an experimental society characterized by evidence-based policy-making and an openness and willingness to change. Nonetheless experimentalism and quasi-experimental designs are very influential in the way people think about evaluation and in the implicit standards they hold for determining certain kinds of value questions (Kelly, 1999:139).

#### **ii) The objectives achievement model**

The view that evaluation is essentially the process of determining if objectives are achieved remains the mainstay of evaluation practice (Norris, 1988:210). Routine evaluative activity takes this form in many areas of public life. In education, the objectives achievement model has a long history of development and application. It was originally conceived and refined by Ralph Tyler as an integral part of curriculum development in the 1930s.

For Ralph Tyler (1949) education was essentially about changing the behaviour of pupils thus the curriculum could be constructed through the specification of desirable behaviours, which were stated as objectives to be achieved. Evaluation then became a relatively simple matter of finding out to what extent the stated objectives were realized by the programme of curriculum and instruction.

The criterion of effectiveness is transparent since the congruence between stated goals and actual outcomes is the measure of programme success. Because the curriculum is evaluated in terms of student achievements, assessment data is the main source of evaluative

evidence making evaluation economical and permitting comparisons to be made over time. Moreover, the logic of the objectives achievement model can, at face value, be applied at any level of the system. It can be used by teachers as a tool to help plan the curriculum and make instructional decisions. It can be used by local and national education authorities to monitor the performance of the system as a whole (Kelly, 1999:140).

The simplicity and directness of the objectives achievement model of evaluation has been enormously persuasive and pervasive; however, it has some serious limitations. Not all educational intentions can be described with reference to visible behaviour. Many of the outcomes of schooling are multi-dimensional and cannot be adequately represented as measurable learning objectives. The prescriptive nature of detailed and tightly defined learning objectives is antithetical to the development of personal autonomy and expression (Stenhouse, 1975:50). This is further modified by Kelly (1999:141) in that a simple assessment of the attainment of objectives is concerned with only the success or failure of the programme; it is not concerned essentially with an understanding of it.

### **iii) Performance indicators**

A development closely connected with the objectives achievement model is the use of performance indicators as evaluation instruments. Performance indicators are usually constructed to reflect and record change over time across significant dimensions of an organization or system (Norris, 1998:211).

Central to the construction and use of performance indicators are decisions about goals and what is of most importance and value. Performance indicators are associated with the political imperative for more effective and efficient public services. The concern for effectiveness is manifest in the specification of objectives, the measurement of progress towards them and consideration of alternative courses of action to reach the same end. The concern for efficiency usually reflects an interest in minimizing inputs to achieve the same level of output or maximizing outputs with the same level of input (Kelly, 1999:141).

The most commonly used performance indicators for education are student test results of one kind or another; external public examinations and national or local standardized tests. The new OBE curriculum in South Africa envisages that the learner's actions after receiving learning should be included as performance indicators (Policy Document, 1997).

Although test data can be used to judge individual progress towards learning goals, it is also used to make comparisons between learners, teachers, subjects or departments, schools, school districts and nation states. In most education systems it is the teachers who are seen as responsible for changes in test results. The methodological inadequacies of standardized tests for evaluating effectiveness of teachers or schools have been known for some time (Glass, 1974:5). Nonetheless, testing for the purposes of comparative teacher and school judgment has continued unabated.

#### **d) Teacher appraisal and accountability**

One point that needs to be emphasized about teacher accountability is that it must be accepted rather than opposed. It is of the essence of life in a democratic society that no one should be unaccountable for his or her public actions.

Public accountability, however, has to be clearly distinguished from political control. Its concern must be to ensure the best possible practice and not to control that practice (Kelly, 1995:131). This links with another emerging significant point that, in addition to being perhaps the most essential ingredient of democracy, accountability is also essentially *post eventum* (Downey and Kelly, 1979). This means that it does not make logical sense to endeavour to make someone accountable for his or her actions before he or she has performed them. It therefore culminates that a fundamental feature of the concept of accountability is that it comes into play after someone has had the freedom to exercise professional judgment and taken whatever action he or she has deemed appropriate.

#### **i) Models of accountability**

The most important question about teachers' accountability is how it can be achieved. Two major models of teacher accountability are identified by Kelly (1999:153). One of these is

the instrumental, utilitarian, hierarchical, bureaucratic model that has been widely adopted in the USA. This is the model which Stenhouse (1975:185) described as the “systematic efficiency model”. The second might be described as the intrinsic, democratic or professional model.

### **(1) The instrumental, bureaucratic model**

It holds the teacher accountable to the public as taxpaying providers of resources he or she is expending (Sockett, 1976:21). Its major focus is on the economic issues of resource allocation and value for money, and whose central concern is thus with the results obtained from the money spent. The teacher is, therefore, accountable to those who decide on the allocation of resources, that is, the government at local or national levels rather than to parents, pupils, employers and professional peers (Kelly, 1999:153).

The basic assumptions of this model are also worth noting (Elliott, 1976:1). For it assumes, firstly, that teachers are concerned to bring about only a limited range of outcomes—teaching rather than education; secondly, that achievement scores can be used to assess the causal effectiveness of what teachers do in classrooms; thirdly, that teachers can be praised or blamed, rewarded or punished, especially through the allocation of resources, on the basis of these causal evaluations; fourthly, that the teachers themselves have no rights of participation in such evaluations and lastly it adopts a model of the teacher as a technician responsible for, and thus accountable for, no more than the delivery of a curriculum whose objectives or targets have been determined by the others (Kelly, 1999:154).

### **(2) Criticism of the instrumental, bureaucratic model**

The model encourages the acceptance of simplistic educational goals by suggesting that what cannot be measured cannot be taught, for the model cannot be used to assess educational goals which cannot be defined in behavioural terms or clearly pre-specified (Kelly, 1999:154). It also substitutes teacher accountability for teacher responsibility. In other words it gives teachers responsibility without freedom and this has serious effects on teacher morale. The kind of data that this form of accountability produces, does not help in

any way with decisions as to how the performance of individual schools or teachers can be improved. It therefore does not reveal why learners have scored badly on the tests.

### **(3) The intrinsic, democratic, professional model**

In contrast with the instrumental, bureaucratic model, a major characteristic of the intrinsic, democratic, professional model of accountability is that it is for adherence to principles of practice rather than for results embodied in pupil performance (Sockett, 1976:42). It links with curriculum planning by pre-specified objectives, and suggests rather, the adoption of a process or competence-based model of planning.

It is a model which is based on a recognition that educational value resides in the teaching-learning process itself rather than its outcomes. Whereas the hierarchical model assumes that decisions concerning what is valuable in education are to be taken outside the school, this model recognizes that such decisions must be made within it, as part of the education process itself (Kelly, 1999:154).

It acknowledges that teachers have a right of reply or of direct involvement in the accountability process as professionals and that any action consequent on the evidence gleaned in that process, must be reached after consultation with fellow professionals and not in total independence of their expert opinion (Kelly, 1999:154).

It concedes, therefore, that teachers should be accountable not only to the agencies of government but to a variety of audiences in society (Elliott, 1976:51). The form of evaluation it recommends, then, is not the simple summative form of measuring pupil performance associated with the instrumental model, but rather an illuminative form designed to provide information for this diversity of agencies.

This model also encourages an acknowledgement of the fact that teachers can in fairness be held accountable only for those things which it lies within their powers to affect. Their work will be constrained by many factors beyond their control, not only the out of school experiences of their pupils, their social backgrounds but also the allocation of public

resources (Kelly, 1999:155). It will also be apparent that those who are responsible for these factors- parents, local authority officials, politicians and, indeed, society as a whole, must take their share of accountability for pupils' attitudes and thus for their educational performance.

#### **(4) Criticism of the intrinsic, democratic, professional model**

Most of the difficulties of this model stem from its complexity. There are difficulties of devising suitable and workable schemes for its translation into practice. Evaluation of its activities is also problematic since there is no strategy designed to help with its evaluation. According to Kelly (1999:155) the solution to these difficulties, however, is to recognize the complexities of education and work towards similarly sophisticated techniques of evaluation and accountability rather than to reduce the work of teachers to the simplistic levels that existing techniques can measure. Schemes of accountability, like all forms of evaluation and assessment, must follow and support the process of education rather than governing and controlling it (Kelly, 1999:155).

#### **e) Key ingredients in curriculum improvement**

According to Schubert (1997:101) there are two general approaches to curriculum improvement. The first is formulated from the top of the power structure of the school system and is implemented by employees who may or may not be involved in the formulation. The other evolves in the course of everyday professional interactions among the teachers, curriculum leaders and students. Both approaches hold that planning is important, but each conceives it differently. The top-down orientation sees curriculum improvement as the result of research conducted by experts (Schubert, 1997:101). It is carefully tested through development in pilot studies, and only then is it offered for more general consumption or use in the school system.

A problem with this orientation to improvement is that it tends to measure curriculum through products. When dealing with people in the education process, the notion of products is too simplistic and too insensitive. Most of the pilot schools that can be identified might not be representative of the whole school system (Schubert, 1997:101).

Emphasis on the diversity, complexity, depth and subtlety of curricular experience illustrates the need for a democratic orientation to curriculum improvement (Schubert, 1997:101). This approach not only involves and caters for those most involved at the school and classroom level, it also evolves from their work and insight.

Participants at the grassroots level steer the process of curriculum improvement and they are immersed in the situation. They have a clear understanding of the curriculum that influences their learners (Kelly, 1999:56). According to Schubert (1997:102) whether one accepts the grassroots or top-down position, or any, the dilemma of who is the primary force in curriculum improvement remains serious and inescapable. As five key ingredients of curriculum improvement are examined next this becomes even more evident (Schubert, 1997:102):

#### **i) Personality**

If the new curriculum is acceptable, it resides and grows within the personality of students. It becomes the way in which they interact with their world and perceive themselves and others. In the realm of educational practice there seem to be two opposing thoughts about personality (Schubert, 1997:102). One holds that human personality is largely invariant and the other maintains that personality is altered or shaped by the environment.

Teachers' personalities also play an important role in curriculum improvement. When some curriculum planners consider what should be done to improve the quality of education, they propose that a new breed of teachers be attracted into the profession rather than attempting to retrain the existing labour force. It is therefore not enough for curriculum leaders to claim that human personalities are complex. It is necessary for them to realize where they stand on the alterability issue and how their assumptions can be consistently practiced as they educate personnel for curriculum improvement (Schubert, 1997:102).



## **ii) Materials**

Instructional materials are often seen as a means to curriculum development. Materials present the issue of grassroots versus top-down improvement. A tendency towards grassroots curriculum development might inspire teachers to form study groups and develop curriculum improvement as they see fit. Such an approach might even provide released time for them to do this and resources to facilitate study such as reference materials, supplies, opportunities to visit relevant projects and finances to tap the expertise of outside consultants (Schubert, 1997:103).

At the opposite extreme is the use of materials to “teacherproof” the curriculum (Schubert, 1997:103). This culminates from the idea that teachers could not be trusted to determine sound curriculum commensurate with the structure of the disciplines and to use inquiry and other innovative teaching methods of the day adequately.

Advocates of the grassroots change take the argument further by maintaining that the reason for failure of curriculum implementation is the fact that teachers were expected to implement when they had no stake in the curriculum development. Among the advocates, Noddings (1983:158) claims that the role of the teacher is absolutely central in any discussion of the relationship between theory and practice.

## **iii) Physical environment and facilities**

Teachers who are given no time to consider the match between educational values with facilities and environments in which they work are likely to function less well than when they are involved in the planning (Schubert, 1997:103). Involvement in planning also has extreme positions. It can be condescending by requiring participation for the sake of appearance (Schubert, 1997:103). In this case teachers are usually asked to be functionaries on committees designed to rubber stamp decisions already made. At the alternative end of the spectrum are teachers who are genuinely invited to design educational environments and facilities that further the kinds of curriculum improvements they deem worthwhile.

#### **iv) Defensible ideas**

Defensible ideas are the ones that can be defended. Therefore curriculum improvement proposals based on more defensible ideas are better conceived because they have a rationale that can be articulated (Schubert, 1997:103). The point is to claim not only that a proposal is worthwhile, but to justify the ideas on which it is based. Justification may be in the form of logical argument, empirical evidence, testimony of experience, intuitive insight, harmony with authoritative literature and pragmatic consequences. The type of justification needed depends upon the theory of knowledge or epistemological assumptions held by both those who propose improvements and those who must be convinced of their merits. This also takes us back to the debate of the grassroots versus top-down curriculum improvement in the sense that the curriculum can be easily defended if adequate consultation and involvement of all stakeholders has taken place (Schubert, 1997:103).

#### **v) Support and resistance**

Every hope for curriculum improvement depends for its survival on a positive balance of supportive over resistive forces. Lewin (1943:50) wrote of forces behind the change process and termed them “gatekeepers” that is those who must approve of an improvement proposal before it has a chance of being put into practice.

Anyone who has spent time in schools, knows well that those who are in the position of formal administration may not be the key power wielders. One with the good idea may have it continually rejected by the principal for reasons he or she cannot explain, while another in the same school always seems to have his or her ideas avidly accepted even though they may be less well conceived. The teacher who has his or her proposals approved may have cultivated more powerful support groups within or outside the school (Schubert, 1997:104).

#### **f) In-service teacher education**

In-service teacher education is continuous teacher development that occurs after teachers have obtained their qualifications and started teaching (Schubert, 1997:120). This means that teachers are, of course, educated by the job of teaching itself, by their interaction with

the learners and other teachers, and by the social system within which the school finds itself. Curriculum leaders have developed a wide range of approaches to professional development because they are convinced that this yields greater curriculum improvement (Schubert, 1997:120). It therefore becomes imperative that nine general strategies of in-service education with their strengths and weaknesses be discussed for they play a significant role in curriculum implementation and development (Schubert, 1997:121):

### **i) Workshops**

According to Schubert (1997:121) workshops can take different shapes where teachers listen and participate in programmes featuring speakers from universities, private educational agencies, research centres, publishers, consultancies and other school districts or regions. When not attending the large group sessions, teachers meet in smaller groups and work on the development of ideas, concrete approaches, and materials or become more aware of recent research findings. While the range of workshop settings is great, and while the kinds of topics treated is even greater, workshops usually mean that teachers meet with someone who has special expertise to share with them. This sharing is assumed to enhance professional development and thereby improve curriculum.

With experts invited to share ideas with teachers, workshops enhance professional development of teachers. However on the other hand some workshops are not long-term developments and thereby fail to meet the teachers' everyday needs. This makes even high quality workshops to be generalizations that relate inadequately to teachers' practical needs (Schubert, 1997:121).

### **ii) Exchange of ideas**

Some school systems provide the opportunity for teachers from similar grades and subject area specialization or professional interests to meet together. The purpose is to share problems, strategies and innovative ideas (Schubert, 1997:122). Idea exchanges need not only focus on problems, they are excellent forums for sharing teaching strategies, units and materials that have worked well. They can be excellent brainstorming sessions. One

teacher may present a dilemma and the group could make suggestions about alternative courses of action and their likely consequences.

According to Schubert (1997:122) there are also unlimited misuses and abuses of the exchange of ideas. In principle the idea is a decent one, but in actuality, teachers get skeptical about sharing their problems. Thus sharing of ideas tends to be bland and rarely get at the heart of the real life and concerns of teachers.

### **iii) Visitations**

Some schools use released time to enable their teachers to visit other schools and other educative institutions. In these visits teachers may observe in classrooms where new projects are being implemented. When one is on a visiting mission one gets a practical grasp and feel of the situation and has a chance of discussing questions or problems with those who have experienced practical problems and successes with new ideas. Meeting teachers from other places is highly enriching and network with colleagues can be developed. Teachers bring ideas from their own environments and such participation yields productive exchanges. Some school districts arrange for visits to educational settings like scientific laboratories, training centres for businesses, seminaries, university research offices, etc. (Schubert, 1997:122). They similarly take these ideas back to the classrooms.

Visitations though do have limitations. Some teachers can turn a visitation into a tour. On the other hand teachers who are visited can exaggerate these sessions such that they lose value.

### **iv) Specific instructional information**

According to Schubert (1997:123) in-service lectures and study groups are often devoted to the dissemination of information and techniques that curriculum leaders decide should be made available to all teachers in a region or district. As new instructional materials, environmental arrangements, testing instruments and textbooks are adopted, curriculum leaders should inform teachers about their value and proper utilization. One effective way to accomplish this is to have workshops conducted by personnel from companies that sell

those materials. They, better than anyone, know the materials, can answer questions about the possible uses, and can provide recommendations about how they are tailor made to suit practical circumstances.

This complex work requires the utmost of teachers who are willing and prepared to engage in an intuitive-empirical science of inquiry into the lives of their students and their relation to the social milieu that surrounds them. It cannot be done by materials published by those who have no knowledge of particular circumstances. It therefore becomes very hectic to some teachers and they give up easily.

#### **v) Developing competencies**

Some school systems have developed a variety of skills or performance criteria that they refer as competencies. They usually are results of research on teacher effectiveness as a basis for selecting competencies. In-service education, therefore, consists of attempts to ensure that these competencies are understood and subsequently implemented by teachers.

According to Joyce and Showers (1983:15) recent summaries of effective instruction research for practitioners emphasize the need for:

- (1) Active learning time
- (2) Feedback and corrective procedures
- (3) Instructional cues
- (4) Continuous programmes of instruction evaluation
- (5) Direct implications for teaching and learning that support such classroom variables such as:
  - (a) Academic orientation
  - (b) Teacher assertiveness
  - (c) Structure
  - (d) Cooperation and affiliation
  - (e) Support and concern for individuality.

A good in-service training programme keeps teachers informed about the latest developments. However, the problem with it lies with the unconditional acceptance of achievement as the measure of curricular worth.

#### **vi) Individualized consulting**

According to Schubert (1997:124) a few school districts have successfully tried an approach by which an expert is invited to a school district. He or she thoroughly gets to know a limited set of school buildings and classrooms. He or she engages in classroom activities, engages in follow-up discussions with the teachers and helps them solve problems and renew their teaching practices.

One significant advantage of individualized consulting is that teachers are engaged in inquiry continuously to improve teaching strategies in an effort to meet learners' needs, and the expressed purpose of this mode of in-service is to facilitate and enrich the teaching process. The motivation to participate from the teachers is intrinsic. When this approach is looked at critically it becomes wishful thinking when it comes to practice. Firstly, teachers are afraid of being observed. Secondly, it becomes very expensive for the districts to pay experts for every school. Lastly, if this activity is successful, teachers would demand that experts be brought to school at the expense of the department and they might lose touch with their basic tasks of teaching.

#### **vii) Invention strategies**

In many cases teachers have complained that the information from consultancies, researchers and ideas in in-service workshops is not relevant to their practical needs. Some in-service workshops do provide teachers with strategies for use in developing curriculum for their unique situations.

Needed is an approach that recognizes the teacher as a creative problem solver and a capable curriculum developer in his or her own classroom. This realization requires in-service approaches that stimulate these capacities. Schubert (1997:110) provides the

invention strategies which are limiting, patterning and valuing. The idea of invention might not work if teachers are not motivated.

#### **viii) Learning contracts**

Learning contracts are professional agreements that teachers make with administrators who are in charge of in-service education and these contracts spell out how teachers will use their in-service time, their rationale, the plan of action to be carried out, and the form of evidence to prove or substantiate that the work has been done (Schubert, 1997:123).

According to Schubert (1997:123) as part of the contract some teachers might want to:

- (1) Attend university courses;
- (2) Pick and attend workshops offered in the area;
- (3) Work more intensively with individual students;
- (4) Communicate regularly with parents to develop collaborative teaching of students between the school and family;
- (5) Visit other schools and educational institutions;
- (6) Learn more about new ideas by reading journals;
- (7) Conduct research projects;
- (8) Learn more about the uses of educational media;
- (9) Read novels and or philosophy and draw implications for the improvement of their teaching; and
- (10) Develop support groups to share educational ideas and problems.

One limitation of contracts, according to Schubert (1997:123) is that to make a teacher sign a contract defending his or her personal growth proposal is itself an unprofessional act. There is no amount of coercive requirements that will make teachers perform with personal responsibility. They may sign the contract but the genuine interest may not be there.

#### **2.6.4.3. PRINCIPLES INFORMING CURRICULUM DESIGN**

The design of OBE policy as a curriculum is informed by the following principles as outlined by the Policy Document (1997:5):

### **a) Human resources development**

Life long learning is central to the curriculum framework. It is critical that the education and training process acknowledges the learners themselves as resources of knowledge. The process of learning should be the expanding of boundaries of knowledge and the building of capacity through out the learner's life.

### **b) Learner-centredness**

Curriculum development, especially the development of learning programmes and materials, should put learners first. The curriculum development process and delivery of learning content (knowledge, skills, values and attitudes) should take into account the general characteristics of different groups of learners. Different learning styles and rates of learning need to be acknowledged and accommodated in the learning situation. The ways in which different cultural values and life-styles affect the construction of knowledge, should also be recognized and responded to in the development and implementation of learning programmes.

To promote learner-centredness, learners should be motivated by:

- Positive learning experiences;
- Affirmation of their work; and
- Respect for and acknowledgement of their various languages, cultures and personal values.

### **c) Relevance**

The curriculum should be relevant and appropriate to current and anticipated future needs of the individual, society, commerce and industry. The learning programmes should enable learners to become technologically literate as well as environmentally aware and responsible while the selection of topics for learning and teaching approaches need to reflect cultural sensitivity.



#### **d) Integration**

An integrated approach to education and training rejects a rigid division between academic and applied knowledge, theory and practice, and knowledge and skills. Integration can be achieved by:

- combining two or more traditional subjects or learning areas in OBE policy to one, or by
- combining various subject perspectives into a particular topic.

#### **e) Differentiation, redress and learner support**

Learning programmes should facilitate the establishment of opportunities for all learners, including those who are disabled, to strive towards achievement of similar learning outcomes. Whilst the approaches should on the one hand recognize that there will be different levels of mastery, on the other these differences should challenge educators to explore wide-ranging alternative approaches. Learners should be given the opportunity of coping with demanding performance standards at their own pace.

#### **f) Nation-building and non-discrimination**

Education and training should promote the development of national identity and an awareness of South Africa's role and responsibility with regard to Africa and the rest of the world. Learning programmes should protect and advance basic human rights irrespective of gender, race, class, creed or age. Learners need to develop a sense of self-worth.

#### **g) Critical and creative thinking**

Learning programmes should promote the learners' ability to think logically and analytically as well as holistically and laterally. Educators therefore need to be facilitators of learning rather than dispensers of knowledge. Learners should be valued as equal and active participants with educators in the learning process.

#### **h) Flexibility**

Learning programmes should adhere to a coherent framework of principles leading to the attainment of national standards and qualifications. However, the means of reaching these

ends should be determined by the providers in accordance with the needs of their learners. The learning programmes therefore need to be flexible, providing an increasing range of possibilities, offering choices as to what, where, when, how and at what pace to learn. To make this possible, provincial, regional and local variation and innovation in curriculum development should be encouraged.

#### **i) Progression**

Learners should be able to move ahead on the basis of learning outcomes rather than through age or course cohorts. Learning programmes need to facilitate progression to a class, phase or learning outcome from any starting point in the education and training system. Prior knowledge (acquired informally or by work experience) would have to be assessed and credited.

#### **j) Credibility**

Although South Africa's education and training system should be comparable to those in the rest of the world, a slavish uncritical emulation of international systems should be avoided. Learning programmes should, therefore, meet indigenous needs (context) without necessarily differing too markedly from those offered elsewhere in the world.

#### **k) Quality assurance**

The quality of education and training will be assured by SAQA through the criteria it applies in the appointment of National Standard Bodies (NSBs).

#### **2.6.4.4. ASSESSMENT IN OBE POLICY**

There are many aspects of the OBE curriculum that relate to assessment and, in fact, assessment is the cornerstone of OBE policy. It is for this reason that the discussion of assessment begins with the areas of learning because that is where the learner should be developed through the learning areas to be able to do well in assessment.

### **a) Areas of learning**

Selection of knowledge areas, and the criteria used, has always been contentious, because such choices make certain assumptions about the nature of knowledge, the process of learning and the nature and purpose of education. This process needs to be seen in relation to larger political, social and economic determinants. The eight learning areas, which form a common core, serve a role in facilitating the development and the sustenance of a central democracy as well as a vibrant economy (Policy Document, 1997:19). They are:

- Language, Literacy and Communication;
- Mathematical Literacy, Mathematics and Mathematical Sciences;
- Natural Sciences;
- Human and Social Sciences;
- Technological Sciences;
- Arts and Culture;
- Economic and Management Sciences; and
- Life Orientation.

### **b) Types of outcomes**

Outcomes are categorized as critical outcomes, learning area outcomes and specific outcomes. Critical outcomes express, in a broad sense, the intended results of education whereas specific outcomes at the other end are narrowly defined, context-linked aspects of the education process (Policy Document, 1997:11).

Some OBE policy oriented and enthusiastic authors called these outcomes critical cross-field outcomes ([http://www.polity.org.za/gov\\_docs/misc/curr\\_2005.html](http://www.polity.org.za/gov_docs/misc/curr_2005.html)) which are working principles and as such should direct teaching, training and education practices and the development of learning programmes. Critical outcomes describe generic, cross-curricular learning outcomes. They:

- represent the intention of education and training;
- are not restricted to any specific learning context;
- should not be used as the starting point for a hierarchy of specific outcomes;

- inform the formulation of specific outcomes in individual areas of learning at all levels of NQF;
- should not be broken up into more detailed level descriptors for each educational phase or band;
- should be the same for all phases, all bands and all areas of learning;
- should direct teaching practice and the development of learning and teaching programmes (Ryder, 1996:18).

In September 1996, SAQA decided on the following critical outcomes for the South African Education and Training System (Policy Document, 1997:12):

- Identify and solve problems in which responses display that responsible decisions using critical and creative thinking have been made;
- Work effectively and (profitably) with others (learners) as a member of a team, group, organization, community;
- Organize and manage oneself and one's activities responsibly and effectively;
- Collect, analyze, organize and critically evaluate information;
- Communicate effectively using visual, mathematical and or language skills in the modes of oral and or written presentation;
- Use science and technology effectively and critically, showing responsibility towards the environment and health of others;
- Demonstrate an understanding of the world as a set of related systems by recognizing that problem-solving contexts do not exist in isolation.

In order to contribute to the full personal development of each learner and the social and economic development of the society at large, it must be the intention underlying any programme of learning to make an individual aware of the importance of:

- Reflecting on and exploring a variety of strategies to learn more effectively;
- Participating as reasonable citizens in the life of local, national and global communities;
- Being culturally and aesthetically sensitive across a range of social contexts;
- Exploring education and career opportunities; and

- Developing entrepreneurial opportunities.

According to the Policy Document (1997:17) learning area outcomes will:

- outline broad learning outcomes in each of the eight learning areas;
- serve as a basis for assessing the progress of the learners;
- be assessed against agreed criteria which will include embedded knowledge considered essential for the outcome;
- will be assessed by learners, teachers, parents and the community who are best placed to make judgment on the progress of learners.

According to the Policy Document (1997:17) **specific outcomes** is a term used to describe the learning outcomes specified for individual areas of learning at different levels of complexity. They:

- are context specific;
- describe what learners should be able to demonstrate in specific contexts and learning areas;
- serve as criteria for assessing the effectiveness of the learning process, learning programmes and the progress of learners;
- should be formulated in such a way that they will include details such as differences in complexity, scope and context; and
- should be clearly spelt out in national guidelines documents for the different areas of learning or particular educational contexts e.g. early childhood development.

For example, in the context of Language Literacy and Communication (LLC) as a learning area, and listening and speaking as a learning programme, the following specific outcomes could be formulated:

- By the end of grade 9 learners will be able to restate meaning and supporting details in narratives, oral reports and conversation, using bias free language.

### **c) The role of assessment in OBE policy**

Up to now assessment in South African schools has been dominated by the summative approach. The learners' level of achievement has been mostly determined through the use of examination results and control tests. Criticism against this kind of assessment has been around the fact that a too narrow range of competencies has been assessed. OBE policy encourages educators to use different measures of assessing learners.

Since 1994, the introduction of continuous assessment (CASS) in South African schools has begun to change how the majority of educators view assessment from a formal, product-driven assessment system to a process-driven assessment system. The advantages of continuous assessment that have filtered through the classroom include:

- Learners being actively involved in the learning process;
- A de-emphasis on examinations;
- Learners' progress being constantly monitored;
- Educators having the opportunity to change strategies when assessment indicates that it is necessary;
- Learners being able to monitor their own progress; and
- Learners being able to assess themselves and their peers.

### **d) Alternative assessment strategies**

A host of different assessment strategies are employed to accommodate the diversity of learners in schools. The use of a variety of teaching approaches will help teachers to address the different learning styles, needs and backgrounds of the learners and every opportunity must be given to learners to demonstrate their progress. It is therefore imperative that different strategies are available to match the different learning styles. The following are some of the assessment strategies that can be used in the OBE curriculum (Policy Document, 1997:13):

### **i) Formative assessment**

Formative assessment is used to support the learner developmentally and to feed back teaching and learning process. Continuous assessment is formative in that it helps learners to develop a critical awareness of their own progress and it empowers them to improve future performance. It helps educators to develop a critical awareness of the needs of learners. Record sheets need to be designed to accommodate the outcomes to be developed during particular phases. Criteria connected to these outcomes need to be clearly indicated on the record sheets for recording purposes.

### **ii) Group work**

It encourages participation which is indicative of a learning process. Activities should be planned to provide each member of the group with a specific task which will contribute to the final product. A variety of roles need to be practised by group members. Roles need to be recorded and learners should also be given the chance to observe their groups at work and do a peer assessment of the work done by the group.

### **iii) Self-assessment**

Learners should be allowed time for self-reflection which will then lead to an understanding of their strengths and weaknesses. An added dimension to self-assessment is negotiation, where the educator, in consultation with the learner, will make a judgment. This helps learners to be aware of their own assessment and it also builds healthy relationships between the educator and the learners.

### **iv) Peer assessment**

Activities encouraging peer assessment of work such as practical tasks, written work, drama presentations can be meaningful in that they become relevant skills that need to be developed to equip learners for social life and the world of employment in adult life.

### **v) Portfolio assessment**

It is a method of evaluating a learner based upon a collection of the learners' work. An accumulation of the learners' work is kept in a folder or file and the examples of work

serve as an assessment of performance for a period of time. They represent the ongoing work of the learner for the year or that part of the year. The learner decides on which work, presumably the best one, should be kept in the portfolio. It encourages learners' participation in and ownership of the learning process.

The portfolio will contain the writing samples, research reports, journal entries, book reviews, reading checklists, anecdotal records, photographs, drawings, assignments, important tests, declaration by the learner, etc.

#### **2.6.4.5. MANAGEMENT OF OBE POLICY**

Management of OBE policy plays a key role in the success of its implementation. It is important that the school management should also be knowledgeable about OBE policy so that they will be in a position to manage it. The following is a discussion of the aspects and principles of management that will be very helpful in the management of OBE policy (Series on the Implementation of OBE, 1996:14):

##### **a) The schools effectiveness**

Early studies (Rutter, et al. 1979:20) had sought to identify the key characteristics of the successful school, and these are not unrelated to those studies which considered the organizational health of schools, especially in order to discover those features which rendered them most receptive to curriculum change and development. Sammons, et al. (1995:50) list twelve key characteristics of the effective school i.e. professional leadership, shared vision and goals, a learning environment, concentration on teaching and learning, purposeful teaching, high expectations all around, positive reinforcement, monitoring progress, pupil rights and responsibilities, home-school partnership, learning organization and school-based staff development.

A thoughtful examination of this list of characteristics will reveal the major difficulties with this approach to educational research. Apart from the number of platitudes it contains (Elliott, 1966:216), such as the suggestion that the good school is one which concentrates on teaching and learning, several other weaknesses are apparent.



Firstly, as Chitty (1997:55) points out, it places too much emphasis on the notion of progressive school management as the dynamic of change. It therefore elusively suggests that if these are the key characteristics of an effective school, all schools might become effective by merely adopting them.

Secondly, and consequentially, as Chitty (1997:55) also points out, this movement fails to take full account of the characteristics of the education system as a whole. For example, even adopting all the practices revealed as effective will take certain schools only so far if they are locked into a local or national system where selection and polarization are taking place.

This movement fails to recognize the problematic nature of the school curriculum. It takes for granted that everyone knows what the goal of school effectiveness is, and thus denies the possibility that improvement in the quality of educational provision might be brought about by curriculum change rather than enhanced management.

#### **b) The role of educational management**

Substantial sums of money have been made available to offer SMTs opportunities for managerial training, through attendance at approved courses (Chetty, 1997:55). One can have no objection to such teachers being offered facilities for the improvement of their managerial skills. Indeed one might claim that too often in the past teachers in senior positions have conspicuously lacked such skills. However, we must note again that the emphasis in such courses has been on industrial models of management and one might further argue that there has been a notable neglect of what might be seen as the specific and peculiar concern of educational management- management of the curriculum, its development and its implementation, in forms which reflect educational rather than commercial emphasis.

#### **c) Changing the schools to participatory management**

It has been noted that OBE policy means we negotiate desired outcomes and precise performance indicators before we begin teaching or managing and we then create a

teaching or management process that helps us to achieve these outcomes. The move from an autocratic, “top-down” to a participative and collaborative style for managers and leaders in schools requires a number of other changes in the way one manages the school. This does not preclude decisive decisions by management to support the mandate of the collaboratively developed mission statement of the school (Series on Implementation of OBE, 1996:10).

**d) The focus moves to management and leadership**

Principals who operate as leaders realize that their status as principals is dependant on the support of their staff. In other words, their status depends on their ability to lead, to motivate their teams of educators and get them to make changes. In the past, most of the teachers simply respected and obeyed school managers because of their high status rather than their ability to lead and get things done (Series on Implementation of OBE, 1996:11). The OBE policy requires principals to be seen as leading learners and must lead as well as manage the schools.

**e) Decision-making hierarchy becomes flatter**

In the past, decisions were made at the top and then passed down through a clearly defined hierarchy: the principal to the heads of departments, to educators and then to learners. There are a number of problems to the hierarchical style:

- It is undemocratic and does not fit well with the new democracy in South Africa;
- Decisions often get lost or are misunderstood as they are passed down the hierarchy, which means things do not often get done or get done badly; and
- It creates a “don’t care” attitude among many educators and learners because they have no power to shape the school as they would like to.

OBE schools should be trying to reduce the rungs on the hierarchical ladder to produce flatter, more open and more participative structures. This will allow better information flows and creates an atmosphere in which all members feel a sense of ownership (Series on Implementation of OBE, 1996:11).

**f) The roles played in schools become more flexible**

OBE schools require a much more flexible structure so that schools can adapt to change. This would mean using an ordinary educator to do a bit of public relations because that educator is good at it. Roles and functions need to be reassessed so that individuals have the capacity to respond quickly to changing situations and new demands (Series on Implementation of OBE, 1996:12).

**g) Sharing of responsibility**

The move towards a more flexible and less hierarchical structure means that responsibility is shared. Effective teamwork is the hallmark of successful learning organizations. When teams can be brought together to serve the needs of the moment quicker, then more effective results can be achieved (Series on Implementation of OBE, 1996:12).

If a culture of teamwork and brainstorming has been developed at a school, it is likely that the imagination and creativity of people will be much greater. The task teams that work together to solve particular problems are likely to do so far more imaginatively than if a single individual, the principal, is held responsible for this.

**h) Effective leadership is about empowering participants, not wielding power**

Creating a collaborative management culture requires that those in senior management positions learn to see their leadership roles as that of empowering others in the organization rather than controlling them (Series on Implementation of OBE, 1996:12).

Leadership then becomes a process of building and developing; participation and collaboration. In other words, good principals acknowledge that they don't know everything; and draw on the expertise around them and actively develop the expertise.

**i) Developing rather than delivering expertise**

Schools must create processes and structures that develop expertise rather than having a few people deliver expertise. In order to make the best use of the expertise, schools must

introduce a system of staff development. There are at least three kinds of training that are necessary (Series on Implementation of OBE, 1996:13):

- In OBE schools, all members of the school have a management role. This requires effective systems of staff appraisal and high-quality staff development policies that match the needs and aspirations of both individual staff and the school as a whole.
- In a rapidly changing environment educators will have to update their professional and subject content knowledge regularly so that they continue to develop appropriate and useful learning in their learners. Schools will have to provide the means for informal as well as institutional staff development and formal study to ensure this happens.
- Educators may also be asked to play entirely different roles. Good schools will develop processes and structures that encourage the development of flexible roles for educators who can teach well in different areas.

#### **j) Commanding respect through stature not status**

Leaders command respect because of their stature not status. In old-style organizations their status was entrenched through certain privileges, like special parking or names on the doors of senior management. Such distinctions between the 'management' and the 'workers' created mistrust and resentment (Series on implementation of OBE, 1996:13).

New schools should try to move towards a system where an individual's position in the hierarchy is not the only basis for respect. Instead this respect will be gained through the principal or the educator demonstrating to other educators and learners that he or she is worthy of this respect because he or she can get things done.

#### **k) Emphasis is on effective schools, not just efficiency**

In the past, many schools and classrooms were run efficiently, in other words, they were neat and quiet. But, strangely, many still produced poor matric results or had high drop-out rates. In other words, schools were not educationally effective, that is they were not producing desired learning outcomes.

In recent years, an emphasis has been placed on the effectiveness of schools as learning organizations. This involves a commitment to continuous development and improvement and a constant striving for small but significant improvements in a process involving everyone in the school. A school's success will be measured by it meeting pre-defined and measurable performance indicators that must be related to its key function, namely educating young people (Series on Implementation of OBE, 1996:13).

#### **l) Creating an effective culture of learning rather than controlling behaviour**

In the past, some school managers assumed that educators and learners in the school were unable to work without constant direction and supervision (Series on the Implementation of OBE, 1996:15). In new schools, the approach should be to ensure that the agreed outcomes are being achieved by entrusting educators and learners to work towards these without constant supervision.

The task of school managers is to create and develop a culture that enables committed educators to do their work. Such a culture should also have mechanisms for dealing with a few individuals who do not do their job.

#### **m) Supervision and curriculum improvement**

Schubert (1997:116) understands supervision as an ongoing process that provides inspiration, meaning, helpful feedback and a greater sense of purpose. Supervisors are usually curriculum leaders, administrative staff, principals, team leaders in the case of team teaching arrangements and departmental heads in the case of departmentalized structures.

Writers in the field of supervision tend to agree that effective supervision is an ongoing process. They disagree, however, to the style, character and orientation that best facilitate curriculum improvement. Some of the most insightful authors in the field delineate a variety of types of supervision (Glatthorn, 1984; Glickman, 1981; Sergiovanni & Starratt, 1983, Sullivan, 1980). Smyth (1983:13) provides two almost opposing sides of supervision orientation into two camps:

“There are two ways of viewing clinical supervision- as a

delivery system or a means of controlling teaching, or alternatively, as a form of personal empowerment by which teachers are able to gain meaning and understanding about themselves.”

Schubert (1997:117) discusses types of supervision and labels them as directive, evaluative, consultative, permissive and collaborative.

#### **i) Directive supervision**

The mission of directive supervision is to tell teachers how to teach in order to conform to curricular policies of the central administration and school board. Supervisors have as their job the seeing of the larger view, that is, they should coordinate or orchestrate the performance of curriculum policy. According to Schubert (1997:117) this kind of supervision does also have limitations. In many cases supervisors become hard taskmasters and they want work to be done irrespective of any circumstance that might hinder teachers from doing their work effectively.

#### **ii) Evaluative supervision**

This is an administrative way of evaluating the teachers' competencies. A series of instruments have been developed to assess performance of teachers through supervision. Supervisors can be experienced teachers who have taught at a higher degree of proficiency. They have in their grasp the clinical, diagnostic instruments to rate teachers fairly. When teachers know that they will be rated fairly and comprehensively, and when they know that they will be rewarded for their efforts, they work harder. They become open to feedback so they can revise their teaching strategies.

There are very few good supervisors who know what they are doing. The limited time the supervisor spends in the classroom, makes it impossible to know situational needs as well as the teacher who lives his or her professional life there. Another major problem with the evaluative mode of supervision is its connection with annual ratings like promotions. This makes the evaluation process fruitless because teachers will pretend that they have fewer problems in class to attain promotion.

### **iii) Consultative supervision**

In some cases supervisors, like subject advisors, fulfill a role of consultants to teachers. They serve as resource persons who have greater exposure to curriculum research, theory, history, design and teaching methods than teachers. They inform teachers about available precedent in the areas of their teaching practice in general, and they provide ideas to help. They also make outside resources and resource persons available to teachers according to their needs. They offer suggestions and recommendations, but they do not mandate. A good supervisor can be a careful listener, a generator, a facilitator, a fellow brainstormer, a participant observer, a model teacher and a resource person.

Like in the case of evaluative supervisors, there are very few supervisors who can be consultative supervisors. The whole exercise needs money and a lot of time which is not available in many schools.

### **iv) Permissive supervision**

According to Schubert (1997:118) permissive supervision means nondirective interaction between a supervisor and a teacher that resembles the nondirective or client-centred therapy. The idea is to give considerable regard to the individual, to know his or her needs, with the belief that the individual will strive to meet and satisfy those needs. It also assumes that such satisfaction brings growth.

There is a danger that this exercise may be done by a person who does not know what he or she is doing because it does not need an expert. It may also be time-consuming for it considers individual needs.

### **v) Collaborative supervision**

Collaboration provides an integrated view of the supervisory process in at least two ways (Gehrke & Parker, 1983:30). The first pertains to persons, and the second to supervisory orientations. Regarding the first it means that all persons affected by supervision should be involved in it. The second refers to that all orientations to supervision have some merit

under certain conditions and in certain circumstances. Supervision that is collaborative and more eclectic in approach is likely to yield better results.

Collaborative supervision may be problematic when the persons who are supervisors do not share the same level of expertise.

#### **n) Administering the curriculum**

For many years school administrators like superintendents, principals and curriculum directors have been asked to act in accordance with models of curriculum that assume a close tie between decisions and implementation. They are expected to bind their regions, districts or schools to common purposes and to embrace new models of operation in an environment characterized both by change and lack of consensus about policies and procedures. Mcneil (1996:213) believes that the best way for the administrators to respond to this situation of curriculum reform and conflicting views is by strategic orientation, seizing and adopting those state policies that reflect their own local priorities.

There are different roles that need to be played by different stakeholders collaboratively in restructuring and administering implementation of the curriculum.

#### **i) The principal as director of learning**

According to Mcneil (1996:217) when principals are creating the curriculum centrally they are encouraged to look for ways to expand on what teachers are already doing in the classroom with the idea of seeing how teachers can organize and manage the classrooms. The principals shape a mental image of what is to be accomplished with students and how they might look in the various disciplines, including the setting of specific student performance measures consistent with the reformers' intent. This supports Schubert's (1997:15) grassroots or bottom-up approach where school practitioners (principals included) should play a pivotal role in planning curriculum implementation because according to Kelly (1998:30) they have a clear understanding of the curriculum that influences their learners.



The principal and teachers from the same school decide upon the steps they will take to translate their curriculum plans into practice, that is, to implement the curriculum in their own respective schools. As the plans are implemented the principal provides support as the teachers experiment with new ways to modify classroom practice and arranges for groups of teachers to meet regularly comparing notes and devising new strategies.

### **ii) The principal in shared leadership**

Mcneil (1996:217) maintains that under emancipation, the principal and teachers have the freedom to generate together their own curriculum visions rather than merely create ways to achieve the purposes set by others. One approach of doing this, is that, teachers focus on the school's culture, beliefs, shared values, traditions, practices, expectations and assumptions. This supports Gardner's theory of "multiple intelligences" which attacked the notion that intellect is a single overarching faculty and proposes instead different sets of "core" abilities to process various kinds of information, solve problems and produce products valued by the society (Riches, 1993:11).

Under shared leadership the principal's role is to release the creative capacity of the teachers and not to control them. One of the planning sessions envisages that all should share their knowledge, observations and interpretations and that there should be evidence and agreement about the validity of conflicting views.

Decisions should be based on a rational consensus of the participants, not on the principal's position or popularity of certain teachers. Throughout the discussions participants are consistent with their schools' norms and values, however, teachers should also expect the modification of their schools' norms and values for the transformation of their schools (Mcneil, 1996:217).

### **iii) Departmental heads in curriculum administration and management**

Heads of departments often provide the structure and sense of purpose for inquiry, discussion and decision making while enabling genuine participation by colleagues (Mcneil, 1996:219). Departmental curriculum decisions treat such issues as intentions or

expected outcomes, content selection and sequencing, criteria for new materials and activities, teaching approaches, monitoring of implementation and evaluation.

#### **iv) Stratifying students**

Lightfoot (1983:16) recommends that what we have always provided for most advantaged children in our schools, we now have to provide for all our children. Among recent efforts to organize curriculum to accommodate individual differences and ensure the same quality of instruction are the following as outlined by Lightfoot (1983:17):

- (a) Creating a core curriculum to which all students will be exposed even if different students take different approaches to the same material.
- (b) Eliminating the general track that is faulted for its lack of challenge and replacing it with a rigorous core curriculum that will prepare them for higher education.
- (c) Encouraging within classroom instruction to feature cooperative learning in small groups with students at different levels studying together and helping one another.

#### **v) Team teaching**

Team teaching is not supposed to be a labour-saving device, like cooperative or rotating turn teaching (Mcneil, 1996:224). It is intended to bring about clear joint acceptance of objectives and better conditions for achieving them. The advantage of team teaching is that correlation of subject matter areas is easier and teachers are better able to attend to individual students.

#### **vi) Facilities**

Buildings, grounds, supplies and equipment should correspond to both educational purposes and the means by which teachers and students achieve these purposes. According to Mcneil (1996:226) current changes in space allocation in schools reflect changes in pedagogy and learning, such as collaborative work by teachers and greater use of technology and off-campus components such as community institutions. Classroom walls should not define the limits of the learning environment. Facilities should encourage communication and there should be variety.

It has become clear that professional development is a key aspect to curriculum improvement. This discussion has, therefore, traversed many important areas in the field of professional development and curriculum development.

According to Smit and Cronje (1997:23) what is needed most in South Africa in the areas of management development is the managerial empowerment of previously disadvantaged people through a system of education, internship and mentorship. This becomes very relevant to this study because it also focuses on what should be done to help management in educational institutions, especially at those schools that were previously disadvantaged.

South Africa had hoped to implement OBE policy through the framework called Curriculum 2005. This framework determined that by the year 2005 OBE policy will have been implemented in all grades in schools. Curriculum 2005, therefore, put a lot of pressure on the implementation of OBE policy and in the process a lot of mistakes were made during the implementation stage. This scenario necessitated the revision of Curriculum 2005 which is discussed next.

## **2.7. THE REVISED NATIONAL CURRICULUM STATEMENT**

Due to the criticism and skepticism that emanated as a result of impractical implementation of Curriculum 2005, the South African National Minister of Education, Professor Kader Asmal announced a more streamlined curriculum on 30 July 2001. The new and streamlined curriculum has simplified designs and language for easier implementation by educators. It also allows relaxation of timeframes for implementation. For the purposes of clarity of the new curriculum statement the kind of the learner envisaged and the principles of the curriculum will be discussed next.

### **2.7.1. THE KIND OF THE LEARNER ENVISAGED**

The learner envisaged by the Revised National Curriculum Statement (2001:21) will:

- Be equipped with the linguistic skills and the aesthetic and cultural awareness to function effectively and sensitively in a multi-lingual and multi-cultural society;

- Display a developed spirit of curiosity to enable creative and scientific discovery and display an awareness of health promotion;
- Adapt to an ever changing environment, recognizing that human understanding is constantly challenged and hence changes and growth;
- Use effectively a variety of problem-solving techniques that reflect different ways of thinking, recognizing that problem-solving contexts do not exist in isolation;
- Use effectively a variety of ways to gather, analyze, organize and evaluate numerical and non-numerical information, and then communicate it effectively to a variety of audiences and models;
- Make informed decisions and accept accountability as responsible citizens in an increasingly complex and technological society;
- Display the skills necessary to work effectively with others and organize and manage oneself, one's own activities and one's leisure time responsibly and effectively;
- Understand and show respect for the basic principles of human rights, recognizing the inter-dependence of members of society and environment;
- Be equipped to deal with the spiritual, physical, emotional, material and intellectual demands in society;
- Have an understanding of and be equipped to deal with the social, political and economic demands made of a South African as a member of a democratic society, in the local and global context.

The foregoing discussion of the learner envisaged by the Revised National Curriculum Statement shows how the critical outcomes have been simplified for the educators so that it will be easy for them to know what to look for in their learners.

### **2.7.2. PRINCIPLES OF THE NEW CURRICULUM**

The Revised National Curriculum Statement builds on the vision and values of the Constitution. Education for social justice and citizenship are the hallmarks of this curriculum. Constitutional values are expressed in the twelve Critical and Developmental Outcomes that were mentioned above. These guide the overall development of the Revised

National Curriculum Statement. The principles underlying the development of the Revised National Curriculum Statement include the following:

#### **2.7.2.1. OUTCOMES-BASED EDUCATION FOCUS**

The Revised National Curriculum Statement is still guided by outcomes-based education which is aimed at activating the minds of young people so that they are better able to take part in economic and social life. The outcomes-based education system is intended to ensure that all learners are able to achieve to their maximum ability and are equipped for lifelong learning.

OBE policy considers the process of learning as being important as the content. Both method and the content of education are emphasized by spelling out the outcomes to be achieved at the end of the teaching and learning process. In this instance, learning outcomes and assessment standards were designed down from the critical outcomes and developmental outcomes.

The Revised National Curriculum Statement (2001:22) identifies the goals, expectations and outcomes to be achieved through related assessment standards. It leaves considerable room for creativity to be achieved, but does not specify the facts to be learnt in a narrow syllabus format. It therefore promotes activity-based methods of teaching and learning which in turn will encourage active learning.

#### **2.7.2.2. SOCIAL AND ENVIRONMENTAL JUSTICE, HUMAN RIGHTS AND INCLUSIVITY**

The new curriculum can play an important role in promoting human rights and social environmental justice. It has ensured that all Learning Area Statements are infused with the principles and practices of social and environmental justice and human rights as defined in the Constitution. The curriculum particularly attempts to be sensitive to issues of poverty, inequality, race, gender, age, disability and sexual preference.

The Revised National Curriculum Statement (2001:23) adopts an inclusive approach by specifying minimum requirements for all learners. The special educational, social, emotional and physical needs of learners are addressed through the design and development of appropriate learning programmes.

The Revised National Curriculum Statement (2001:23) also recognizes the value of South Africa's rich, diverse religious heritage and identifies the distinctive contribution that schools can make in teaching and learning about religion and religious diversity in South Africa and the world. It also provides learners with educationally sound programmes in religion education. Through it learners will gain a deeper and broader understanding of life orientation, belief systems, worldviews, religious principles, practices and ethical resources of humanity.

#### **2.7.2.3. A HIGH LEVEL OF SKILLS AND KNOWLEDGE FOR ALL**

The Revised National Curriculum Statement (2001:24) aims at the development of a high level of knowledge and skills for all. This is part of the goal to achieve social justice, equity and development. Social justice requires that those sections of the population which were previously disempowered by the lack of knowledge and skills should now be empowered by it.

The Revised National Curriculum Statement (2001:24) promotes social justice, equity and development by specifying the combination of minimum knowledge and skills that are to be achieved by learners in each grade. Its values are, therefore, embodied in the specific selections of content and skills. The learning outcomes and assessment standards in the Revised National Curriculum Statement (2001:24), therefore, represent integrated skill, content and value statements of expectations.

#### **2.7.2.4. BALANCE OF PROGRESSION AND INTEGRATION**

The achievement of a balance between integration and progression is central to the new curriculum. Integration is achieved within and across learning areas. Each learning area also demonstrates how conceptual progression is to occur through the assessment

standards. The assessment standards specify more complex, deeper and broader knowledge, skills, values and understanding to be achieved in each grade as well as from grade to grade.

The Revised National Curriculum Statement (2001:24) also advocates activities and tasks which require the use and application of values, skills, knowledge and attitudes within and across learning areas.

#### **2.7.2.5. CLARITY AND ACCESSIBILITY**

The Revised National Curriculum Statement (2001:24) aims at clarity both in its design and language. The two design features which are learning outcomes and assessment standards define clearly for all learners the goals and outcomes necessary to proceed to each successive level of the system. The language used in this new curriculum is simple and free of jargon.

### **2.8. CRITICISM OF OBE POLICY**

Jansen (1998:321-331) has conceptualized his critical analysis of OBE policy as follows:

- The language and terminology used in OBE policy are too difficult for under-resourced teachers and successful implementation depends on significant levels of in-service development for South Africa's severely under-qualified teachers in order to prevent the outcomes from being trivialized into objectives typical of behaviourism.
- OBE policy requires a radical revision of the system of assessment, which is after all a deeply entrenched system, institutionalized in external final year examinations, and thus resisting curriculum evaluation.
- OBE policy threatens to atomize and fragment curriculum knowledge by organizing knowledge around discrete competencies, OBE policy overlooks the important cross-curricular and inter-disciplinary demands encountered in a complex task.

- OBE policy itself, in its emphasis on outcomes at the expense of process, is of questionable value in a democracy, where the participatory process is deemed to be as important as the outcome.
- The prerequisites for fundamentally changing the apartheid curriculum are not in place.

In substantiating this criticism the Sunday Times (July 15, 2001) maintains that South African educators cannot implement this First-World fad for the following reasons:

- Training has been done too late or too early and often conducted like a crash course over three or five days.
- The trainers often do not know enough about OBE policy to provide practical examples of how this system is supposed to function.
- Teachers have nowhere to turn if they need information, they do not know how to assess students' performance or progress and textbooks are too few, too late or do not arrive at all.
- Finally, OBE policy, which calls for individual treatment in which each child has his or her own pace and path to mastery of whatever outcome is being targeted, is impossible to implement in crowded classrooms, where 60 or more learners must be taught at a time.

It is true that some or all of these claims are not based on a large scale research which necessitates more research so that these claims can be validated and this study is doing just that. However, the new curriculum has also been praised by a lot of people, like the Western Cape Education MEC, Helen Zille and Victor Mathonsi of the National Association of School Governing Bodies (Sunday Times, August 5, 2001). Improvements and changes in the new curriculum include:

- Simpler language and terminology;
- A plan to translate the English policy documents into Afrikaans, Sotho and Nguni languages;
- Three guiding characteristics instead of eight. These are critical and developmental outcomes, learning outcomes and assessment standards;



- Clarity on what learners should achieve and how they can go about it. By the end of Grade 9 they should be able to communicate effectively; solve problems through critical thinking; organize and manage activities responsibly; work with others; collect, analyze, organize and evaluate information; use science and technology; and understand how the world functions as a whole.
- Clearer guidelines for educators on how to record and report learners' progress from one grade to the next; and
- A plan to retrain educators, school management teams and officials over two years.

## 2.9. CONCLUSION

Public policy and the policy process have been highlighted as the bases of effective implementation of any policy in general and education policy in particular. It became necessary to discuss the 8 steps of the process in a more innovative way to help policy implementers understand and follow the process very easily. The 8 steps that were discussed are: agenda setting; problem definition; objective setting; discerning alternatives; assessing alternatives; implementing policy and monitoring and evaluation of policy.

Major problems faced by many policy implementers are as a result of failure or ineffective evaluation of policies as an ongoing process and this is the reason why this discussion advises that evaluation of public policies should be an ongoing process.

In as far as curriculum development is concerned, it has also become clear that there is a need to develop a new model with regard to effective implementation of educational policies. This was highlighted by the fact that the existing models have not been very successful in the South African context and will need drastic review especially at this period of democracy in the country.

It has also become clear that without proper implementation and necessary preparedness OBE policy cannot be effective. This has a direct implication for the manner in which SMTs manage the implementation and how the educators themselves are prepared to implement OBE policy effectively.

The discussion highlighted the following: Policy and public policy, policy-making process, constitutional and legislative foundations of OBE policy; OBE policy in great detail; approaches to OBE policy; the curriculum development process in OBE policy; areas of learning in OBE policy; types of outcomes in OBE policy; the role of assessment in OBE policy; participatory management and OBE policy; and criticism of OBE policy.

## **2.10. PROJECTION FOR THE NEXT CHAPTER**

The next chapter (3) deals with research methodology and includes procedures and instruments for the analysis of data. The research methodology focuses on the discussion of the research instruments and procedures that were used in data collection and data analysis. The questionnaire and interview schedule were used to collect data and descriptive analysis was used to analyse data.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.1. INTRODUCTION**

This chapter discusses research methodology that was used in this research. It discusses the research instruments and various procedures used in data collection and analysis. This is done by focusing on preparation for research and research design; the different instruments used in research; the statistical techniques and the ethical issues. This research used the questionnaire and interview schedule to collect information and also used descriptive statistics to analyse data.

#### **3.2. PREPARATION FOR RESEARCH AND DESIGN**

In preparation for research and design the following was done:

##### **3.2.1. PERMISSION**

Because the research was conducted in public schools, it was necessary to first request permission from the Regional Chief Director (RCD), the Regional Senior Manager (RSM) of the Empangeni Region under the KZN Education Department. A letter (Appendix A) to ask for the necessary permission was drafted and posted to the Chief Director. A copy of the questionnaire (Annexure A) for the RCD's approval was also enclosed in the letter.

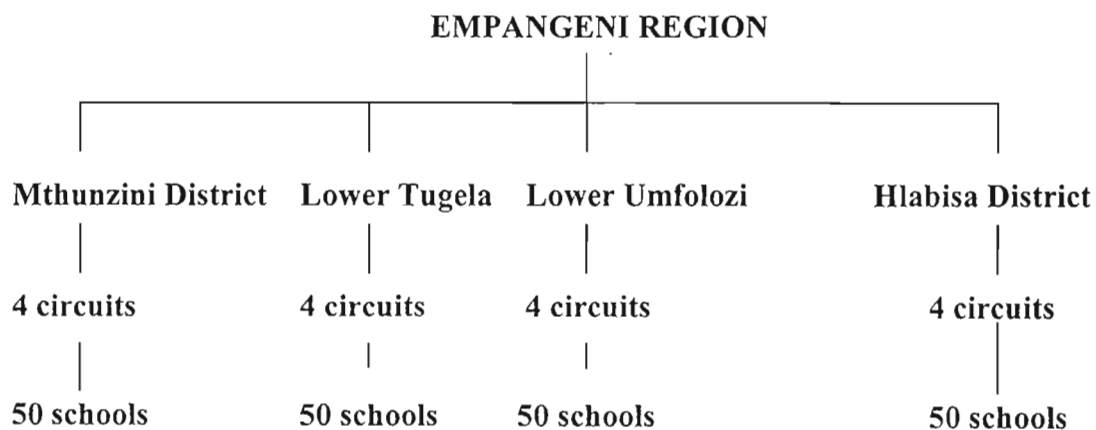
After permission was granted by the RCD for the intended research to be undertaken, a letter seeking permission from the Director of Education Support Services (ESS) of the Empangeni Region (Appendix B) was also drafted and delivered. The letter together with a copy of a questionnaire were personally delivered by the researcher to the Director (Manager: ESS) in the Region.

After receiving the Director's (ESS) permission the researcher then visited the principals of the selected schools with letters asking for permission to do research in their schools (Appendix C). The copy of the questionnaire was also delivered to the school principals. Letters addressed to the educators of the schools were either personally delivered or posted

to them (Appendix D). Arrangements for the administering of the questionnaire and interviews (Annexures A & B) to either SMTs or educators were made.

### 3.2.2. POPULATION AND SAMPLE OF RESPONDENTS

Sekaran (1992:252) defines population as the entire group of people that the researcher wishes to investigate. A sample is, therefore, a subset of the population. Sekaran (1992:252) defines sampling as the process of selecting sufficient number of elements from the population. He further maintains that stratified sampling which is sampling the same number of subjects, is the most efficient in the sense that for the same number of subjects it offers more precise and detailed information. Using stratified sampling as recommended by Sekaran (1992:253), one hundred primary and one hundred secondary schools were randomly selected from the list of schools in the Empangeni Region. With regard to interviews the researcher used double sampling which Sekaran (1992:253) maintains takes place when a subgroup of a sample is used a second time to obtain or validate information. Schools were selected from four districts that comprise the Empangeni Region. In each circuit twenty schools were selected and the whole structure is represented as follows:



**Figure 3.1. A Structural Representation of a Sample Design**

One hundred primary schools were selected because they have already completed the OBE implementation phase. One hundred secondary schools were selected because they have

started with the implementation of OBE policy in Grade 8 in 2001. It is believed that the findings from the primary schools can help address some of the problems that may be experienced by the secondary school educators in the implementation of OBE policy.

From each of the two hundred schools randomly selected a member of SMT or junior educator was requested to complete the questionnaire and attend interviews. SMTs were chosen because they are the ones who are responsible for the management of OBE policy. Junior educators were selected because they are the ones who are responsible for the implementation of OBE policy. This provided the researcher with a sample of two hundred respondents which is an adequate sample for reliable data analysis. For purposes of this investigation responses from both the SMTs and junior educators are integrated.

### **3.2.3. SITE OF DATA COLLECTION**

Cresswell (1994:119) defines sites as the places or locations where data can be collected from respondents and maintains that they must be convenient to the respondents. Schools were selected as the only site for data collection because they were a convenient place to meet the management teams and junior educators. Questionnaires were delivered and collected from the sites and most interviews were conducted from the sites. There were however some interviews that were conducted over the phone because of problems experienced by the researcher in trying to reach certain sites.

## **3.3. RESEARCH INSTRUMENTS**

The following is a discussion of the research instruments that were used in this research:

### **3.3.1. THE QUESTIONNAIRE AS A RESEARCH INSTRUMENT**

According to Van Rensburg, Landman & Bodenstein (1994:504) the questionnaire is a set of questions dealing with some topic or related group of topics, given to a selected group of individuals for the purposes of gathering information on a problem under consideration. In this research a questionnaire is, therefore, a prepared set of questions which is submitted to the SMTs or junior educators as respondents with a view to obtaining information about the implementation of OBE policy in their schools.

The questionnaire plays a very important role in the operational phase of the research process. This is further echoed by Schnelter (1993:77) who says that questionnaires, as measuring instruments, have the greatest influence on the reliability of data.

The careful construction of the instrument best controls the characteristics of measurement. The questionnaire, as an instrument for data collection, has been intensively used in most research studies. A questionnaire is used when authentic information is desired. According to Kidder & Judd (1986:128-131) and Behr (1988:156) any questionnaire should be constructed according to certain principles.

A well-designed questionnaire is the culmination of a long process of planning the research objective, formulating the problem and generating the hypothesis (Chetty, 1998:131). A poorly designed questionnaire can invalidate any research results, notwithstanding the merits of the sample, the field workers and the statistical techniques (Huysamen, 1989:2). Schnelter (1993:61), in his criticism of questionnaires objects to poor design rather than questionnaires as such. A well-designed questionnaire can boost the reliability and validity of the data to acceptable tolerances (Schumacher & Meillon, 1993:42).

When a questionnaire is designed a number of factors should be considered. According to Dane (1990:315-319) the length of the individual questions, the number of response options, as well as the format and wording of questions are determined by the following: the choice of the subject to be researched; the aim of the research; the size of the research sample; the method of data collection; and the analysis of data.

Against this background, the researcher can now look at the principles that determine whether a questionnaire is well-designed or not. It is thus necessary to draw a distinction between questionnaire content, question format, question order, type of questions, formulation of questions and validity and reliability of questions.

### 3.3.2. CONSTRUCTION OF THE QUESTIONNAIRE

When the researcher is involved in designing a questionnaire he or she does not do it in isolation. The researcher should consult and seek advice from specialists and colleagues at all times during the construction of the questionnaire (Van den Aarweg & Van den Aarweg, 1988:198).

Questions used in the questionnaire should be tested on a smaller sample of people to eliminate possible errors. A question may appear correct to the researcher when written down but can be interpreted differently when posed to another person. The researcher should not hesitate to change questions but remain in keeping with the original idea in mind. This therefore emphasizes the point that a lot of time and effort should be put in drafting a questionnaire. A researcher must, therefore, ensure that adequate time is budgeted for in the construction of the questionnaire (Kidder & Judd, 1986:243-245). The researcher did take the above-mentioned requirements into consideration by asking for advices from colleagues during the design of the questionnaire for this investigation.

One of the important aims in the construction of the questionnaire for this investigation was to present the questions in as simple and straightforward a way as possible. The researcher also designed the questionnaire in such a way that it eliminated ambiguity, vagueness, bias, technical language and prejudice.

The aim of the questionnaire was to obtain information regarding the evaluation of OBE policy in the public schools in the Empangeni Region. The questions were formulated to evaluate the effectiveness of OBE policy.

The questionnaire was divided into four parts as follows:

- Part I dealt with biographical information of the respondents
- Part II dealt with questions related to public policy.
- Part III dealt with questions related to OBE policy.
- Part IV dealt with questions related to the overall views of respondents on OBE policy.

Part II of the questionnaire directed to either the SMTs or junior educators addressed the public policy process under the following: consultation, policy implementation and policy monitoring and evaluation.

Part III of the questionnaire addressed OBE policy under the following sub-headings: constitutional foundations of OBE policy; legislative foundations of OBE policy; institutional foundations of OBE policy; and components of OBE policy.

Part IV of the questionnaire dealt with respondent's overall understanding of OBE policy.

Parts II, III and IV of the questionnaire were based on the relevant literature study and respondents were requested to indicate their responses in the above-mentioned areas. The questionnaire was chosen as a research instrument because it offers respondents the opportunity to give honest answers to statements which otherwise would have appeared personal and sensitive.

### **3.3.3. CHARACTERISTICS OF THE QUESTIONNAIRE**

Mahlangu (1987:84) and Van den Aarweg and Van den Aardweg (1988:190) maintain that the following can be considered as characteristics of a good questionnaire:

- It seeks only that information which cannot be obtained from other sources.
- It should be attractive in appearance, neatly arranged and clearly duplicated or printed.
- It has to deal with a significant topic, one which the respondent will recognize as important enough to warrant spending his or her time on. The significance should be clearly and carefully stated on the questionnaire and on the accompanying letter.
- It must be as short as possible, but long enough to get the essential data. Long questionnaires frequently find their way into the wastepaper basket.
- Directions for a good questionnaire are clear and complete and important terms are clearly defined.



- Each question deals with a single concept and should be worded as simply and straightforwardly as possible.
- Different categories should provide an opportunity for easy, accurate and unambiguous responses.
- Objectively formulated questions with no leading suggestions should render the desired responses. Leading questions are just as inappropriate in a questionnaire as they are in a court of law.
- Questions should be presented in a proper psychological order, proceeding from general to more specific and sensitive responses. An orderly grouping helps the respondents to organize their own thinking so that their answers are logical and objective. It is preferable to present questions that create a favourable attitude before proceeding to those that are more intimate or delicate in nature. Annoying and or embarrassing questions should be avoided at all costs.
- Data obtained from questionnaires are easy to tabulate and interpret. It is advisable to preconstruct a tabulation sheet, anticipating the likely tabulation and ways of interpretation of the data, before the final form of the questionnaire is decided upon. This working backwards from a visualization of the final analysis of data is an important technique for avoiding ambiguity in questionnaire form.

### **3.3.4. ADVANTAGES AND DISADVANTAGES OF THE QUESTIONNAIRE**

Data can be gathered by means of a structured questionnaire in inter alia the following ways: a written questionnaire that is mailed, delivered or handed out personally, personal interviews, telephonic interviews (Kidder & Judd, 1986:221). Each mode has specific advantages and disadvantages which the researcher needs to evaluate for their suitability to the research question and the specific target population being studied, as well as relative cost. The researcher used the written questionnaire as a research instrument taking into consideration the following advantages:

#### **3.3.4.1. ADVANTAGES OF THE WRITTEN QUESTIONNAIRE**

According to Mahlangu (1987:96) the questionnaire is one of the most common methods of gathering data. It is also time saving and conducive to reliable results. The researcher

used the written questionnaire as a research instrument taking into consideration certain advantages as outlined by Cohen & Manion (1989:111):

- Affordability is the primary advantage of a written questionnaire because it is the least expensive means of data gathering.
- Written questionnaires preclude possible interviewer bias. The way the interviewer asks questions and even in the interviewer's general appearance or interaction may influence the respondent's answers. Such biases can be completely eliminated with a written questionnaire.
- A questionnaire permits anonymity. It is arranged such that responses are given anonymously, the researcher's chances of receiving responses which genuinely represent a person's beliefs, feelings, opinions or perceptions would increase.
- They permit a respondent a sufficient amount of time to consider answers before responding.
- They can be given to many people simultaneously, that is a large sample of the population can be reached.
- They provide greater uniformity across measurement situations than interviews. Each person responds to exactly the same questions because standard instructions are given to the respondents.
- Generally the data provided by the questionnaires can be more easily analyzed and interpreted than data obtained from verbal responses.
- Using a questionnaire solves the problem of non-contact when the respondent is not at home when the researcher phones him or her. When the target population to be covered is widely and thinly spread, the mail questionnaire is the only possible solution.
- Through the use of the questionnaire approach the problems related to interviews may be avoided. Interview "errors" may seriously undermine the reliability and validity of the results.
- A respondent may answer questions of a personal or embarrassing nature more willingly and frankly on a questionnaire than in a face-to-face situation with an interviewer who may be a complete stranger. In some cases it may happen that

respondents report less than expected and make more critical comments in a mail questionnaire.

- Questions requiring considered answers rather than immediate answers could enable respondents to consult documents in the case of the mail questionnaire approach.
- Respondents can complete questionnaires in their own time and in a more relaxed atmosphere.
- Questionnaire design is relatively easy if guidelines are followed.
- The administering of questionnaires, the coding, analysis and interpretation of data can be done without any special training.
- Data obtained from questionnaires can be compared and inferences can be made.
- Questionnaires can elicit information which cannot be obtained from other sources. This renders empirical research possible in different educational disciplines.

#### **3.3.4.2. DISADVANTAGES OF WRITTEN QUESTIONNAIRES**

The written questionnaire does have its own disadvantages and these were considered in the construction of the questionnaire. According to Van den Aardweg & Van den Aardweg (1988:190), Kidder & Judd (1986:223) and Mahlangu (1987:84-85) disadvantages of the questionnaire are inter alia the following:

- Questionnaires do not provide the flexibility of interviews. In an interview an idea or comment can be explored. This makes it possible to gauge how people are interpreting the question. If questions asked are interpreted differently by respondents the validity of the information obtained is jeopardized.
- People are generally better able to express their views verbally than in writing.
- Questions can or will be answered only when they are sufficiently easy and straightforward to be understood with the given instructions and definitions.
- The mail questionnaire does not make provision for obtaining the views of more than one person at a time. It requires uninfluenced views of one person only.
- Answers to mail questions must be seen as final. Re-checking of responses cannot be done. There is no chance of investigating beyond the given answer for

a clarification of ambiguous answers. If respondents are unwilling to answer certain questions nothing can be done to it because the mail questionnaire is essentially inflexible.

- In a mail questionnaire the respondent could examine all the questions at the same time before answering them and the answers to different questions could not be treated as “independent”.
- Researchers are unable to control the context of question answering, and specifically, in the presence of other people. Respondents may ask friends or family members to examine the questionnaire or comment on their answers, causing bias if the respondent’s own private opinions are desired.
- Written questionnaires do not allow the researcher to correct misunderstandings or answer questions that the respondent may have. Respondents might answer questions incorrectly or not at all due to confusion or misinterpretation.

### **3.3.5. VALIDITY AND RELIABILITY OF THE QUESTIONNAIRE**

Validity and reliability are the two concepts of critical importance in understanding issues of measurement in a scientific research. According to Cooper (1989:15) many questionnaires lack validity and reliability. Questionnaires have a very limited purpose. In fact, they are often one-time data gathering devices with a very short lifespan, administered to a limited population. The researcher can have means by which his or her questionnaire can be both valid and reliable. The most important guideline is that basic to the validity of a questionnaire is asking the right questions phrased in the least ambiguous way.

Kidder & Judd (1989:53) maintain that although reliability and validity are two different characteristics of measurement, they overlap. They are two ends of a continuum but it is difficult to distinguish them at the middle point. Validity and reliability are especially important in educational research because most of the measurements attempted in this area are obtained indirectly. Researchers can never guarantee that an educational measuring instrument measures precisely and dependably what it is intended to measure (Van den Aardweg & Van den Aardweg, 1988:198). It is important to assess validity and reliability

of the instruments one is using in the research. Validity and reliability in this research were ensured by conducting a subsequent interview on the same population.

### **3.3.6. ADMINISTRATION OF THE QUESTIONNAIRE**

Cooper (1989:39) maintains that if properly administered the questionnaire is the best available instrument for obtaining information from widespread sources or large groups simultaneously. The researcher personally delivered and posted some questionnaires to the selected schools in the Empangeni Region and collected them again after completion. This kind of administration made it easy for the researcher to get adequate response rate.

### **3.3.7. THE INTERVIEW AS A RESEARCH INSTRUMENT**

According to Behr (1988:150) the interview is a direct method of obtaining information in a face-to-face situation. The interview is sometimes preferred to the written questionnaire, especially when it involves complex topics or where the investigation concerns matters of a personal nature. The researcher believes the interview, in this study, made responses given through questionnaires more authentic and valid.

The interviewer has the opportunity of giving a full and detailed explanation of the purpose of the study to the respondent; and to ensure that the latter fully understands what is required of him or her. The interview is more flexible in approach than a written questionnaire because the researcher can clarify the question further and the respondent has a chance to ask for more clarification on the questions.

It must be pointed out though, that complete flexibility of approach, particularly where information is sought from a number of persons, can result in bias. To obviate this problem interviews can be structured. In this research the structured interview was used to supplement the findings obtained through the written questionnaire.

The aim of the interview (Annexure D) was to validate information provided by either the SMTs or junior educators on OBE policy obtained through written questionnaires. The interviews were conducted with sixty interviewees including SMTs and junior educators.

Some interviews were conducted over the phone because the schools were inaccessible at the time.

The interview questions directed to either the SMTs or junior educators were on the following aspects: OBE policy and its implementation; its strengths and weaknesses; and suggestions with regard to the improvement in the implementation of OBE policy.

### **3.3.7.1. TYPES OF RESEARCH INTERVIEWS**

According to Behr (1988:157) research interviews are classified according to their purpose and design. In terms of purpose, interviews seek either objective information in the form of facts, or objective information in the form of attitudes, beliefs and opinions. In terms of design, interviews can be either structured or unstructured.

#### **a) Structured interview**

Behr (1988:151) maintains that a structured or standardized interview is one in which the procedure to be followed is determined in advance. This therefore means that an interview schedule is prepared in which the pattern to be followed, the wording of questions and instructions and the method of coding the answers are detailed.

The structured interview thus has its own demerits. The preparation of the interview schedule is a laborious task, however, on the positive note, it minimizes the degree of errors due to differences in technique of different interviewers.

#### **b) Unstructured interview**

The unstructured interview consists of the series of questions to be asked which are also prepared beforehand, but the interviewer is permitted to use his or her discretion and to divert from the set questions as well as their order of presentation as the situation demands.

The unstructured interview does have its own limitations too. It is difficult to compare the data obtained from the various respondents so as to arrive at reliable generalizations. However, an experienced interviewer can use this approach to a great advantage. This

research used the structured type of interview to elicit precise information for it was prepared beforehand and interviewees had to respond to specific questions.

### **3.3.7.2. CONDUCTING AN INTERVIEW**

In conducting an interview, the first task of the interviewer is to establish rapport with the interviewee (Behr, 1988:152). To achieve this, the researcher can assure the respondent that information which is needed for the research is confidential and cannot be used for any other purpose.

According to Behr (1988:152) the interviewer should have the following characteristics:

- He or she must be pleasant and restrained in his or her manner;
- He or she must be a good listener, and avoid interjections;
- He or she must not be distracted by irrelevancies;
- He or she must avoid giving any hints by his or her facial expressions, tone of voice or use of implied questions which suggest the kind of answers he or she would prefer to be given.

### **3.3.7.3. RECORDING THE INTERVIEW DATA**

The researcher must keep the record of the interview. This can be done by taking down full written notes during the interview. This may be time-consuming. The use of tape-recording becomes a very convenient method in this regard. The tape-recording provides not only a complete and accurate record of the entire interview, but it also preserves the emotional and vocal character of the responses. The tape-recording can be replayed and a written record made (Behr, 1988:153). The researcher took down full notes during interviews.

### **3.3.7.4. ADVANTAGES AND DISADVANTAGES OF INTERVIEWS**

Although interviews do seem to have a better chance to elicit honest information from the respondents than the written questionnaires, they do have some disadvantages.

### **a) Advantages of interviews**

Some of the advantages of the interviews presented by Behr (1988:154) are the following:

- They are helpful in eliciting honest information;
- The interviewer has a chance of rephrasing the question;
- The interviewer can stimulate the interviewee if she or he shows lack of interest;
- They can be standardized or structured;
- They can be used to validate information obtained through other instruments;
- People are generally better able to express their views verbally than in writing;

### **b) Disadvantages of interviews**

Some of the disadvantages of interviews presented by Behr (1998:154) are the following:

- They may be time-consuming;
- The flexibility approach of interviews may result in bias;
- The respondent may be intimidated by the presence of the interviewer;
- They do not provide a chance of anonymity to the respondents;
- Coding and analyzing interviews can be difficult for novice researchers.

Interviews in this study helped in eliciting honest information that would validate responses provided in the questionnaire.

## **3.4. STATISTICAL TECHNIQUES**

Statistical techniques help in the analysis of data which involves breaking up the data into manageable themes (Mouton, 2001:108). Data analysis began with the coding of specific responses from the questionnaire and interview schedule according to variables such as the number of respondents and the major themes into which responses can be categorized. This data analysis was further carried out by counting the frequencies recorded in all items and converting them into percentages through the help of descriptive statistics. According to Van Rensburg, Landman & Bodenstein (1994:355) descriptive statistics serves to describe and summarize observations. In this research frequency tables were useful in forming impression about the distribution of data.



According to Van den Aarweg and Van den Aarweg (1988:65) frequency distribution is a method used to organize data obtained from questionnaires to simplify statistical analysis. A frequency table provides the following information:

- It indicates how many times a particular response appears on the completed questionnaire.
- It provides percentages that reflect the number of responses to a certain question in relation to the total number of responses.
- The average can be calculated by adding all the scores and dividing it by the number of scores.

The researcher used descriptive statistical analysis with frequency tables for it enabled him to describe and summarize observations easier.

### **3.5. ETHICAL ISSUES**

The research did raise some ethical issues which needed to be attended to. Some schools had educators who were not cooperative because they felt that they were used for the purposes of attaining qualifications. The researcher had to explain to them that the results of this study would be submitted to the Department of Education and Culture (KZN) and, therefore, the results would be to the benefit of our education. However, anonymity and confidentiality of responses were ensured and respondents were also told that they were not forced to participate in the research if they did not want to.

Some educators did not want to cooperate because they did not like change and some schools had not implemented OBE policy because the principals did not like it. The SMTs of these schools were approached to explain why there is a need for change in the education system.

### **3.6. CONCLUSION**

The purpose of this chapter was to examine methodology used in data collection. This study used questionnaires as the main data source. Interviews with the respondents were also used in collecting data to validate information obtained through questionnaires.

Questionnaires were distributed to either SMTs or junior educators to find out how they view OBE policy at their respective schools. Interviews were also conducted with the same respondents.

The information sought had to be acquired directly from the respondents. There were a few limitations though. For example, the topic was very sensitive because some SMTs feared that their management of the implementation of the OBE policy would be criticized if found to be ineffective. Junior educators feared that they would be victimized if they criticized their SMTs openly. However, accompanying letters and discussions with respondents assured confidentiality of their responses. Questions were short to avoid a low response rate.

Despite limitations, this investigation will provide a much-needed basis for future research, especially the support structures that should be provided to schools to enable effective implementation of education policies.

### **3.7. PROJECTION FOR THE NEXT CHAPTER**

The next chapter (4) deals with the presentation, analysis and discussion of research results. The chapter begins with the discussion of the contextualisation of the study within its objectives and explication and purpose of the use of the questionnaire and interview schedule as the research instruments used in this research. Descriptive analysis of the results is then presented and discussed. Tables are used to present data, and percentages are used to distribute responses. Frequency of the responses is presented both in the form of percentages and numerical frequency distribution which is indicated in numbers with brackets next to percentages.

## **CHAPTER 4**

### **PRESENTATION, ANALYSIS AND DISCUSSION OF RESEARCH RESULTS**

#### **4.1. INTRODUCTION**

In this chapter the results of empirical investigation are presented, analyzed and discussed. This is done through the examination of the responses to questions on both the questionnaire and interview schedule. The analysis of the questionnaire data involved coding some of the questions on two hundred completed questionnaires. The coded data was then subjected to statistical analysis in order to test statistically the relationship between or among certain variables.

Before analysis can be done the researcher sees it important to contextualize this chapter (4) within the objectives of this study.

#### **4.2. CONTEXTUALIZATION**

Since democracy is a new process in South Africa, the majority of South Africans are still trying to understand what government policies can do for them. A lot of them have very little knowledge of policies and it is not surprising that some South Africans still associate the present policies with the old apartheid policies. There is no doubt that this kind of interpretation also spills over to education policies like OBE. This situation necessitates a need to find out whether OBE as a policy does adhere to the measures of policy in general as provided by the dictates of democracy.

All policies in South Africa, including education policies like OBE, are or should be founded on the Constitution of the country and are therefore measured against the values and objectives of the Constitution (Policy Document, 1997:1). The questionnaire did cover the sought link between education policies and the Constitution by asking respondents what they think are the constitutional values, objectives and functions of government policies and whether OBE policy addresses the values of the Constitution. Because the research evaluates the education policy, it is also important to find out to what extent normative factors apply to education policies in general and OBE policy in particular. This

helped the researcher understand whether OBE policy did follow all the necessary processes before, during and after its implementation. This was done through questions that required the respondents to relate the OBE policy process with the public policy-making process in general.

The main thrust of the research was to find out whether the implementation of OBE policy has been successful or not in public schools in the Empangeni Region. This was done through asking the respondents whether they see their schools as successful or not in the implementation of OBE policy. Both the questionnaire and the interview schedule required respondents to indicate whether or not their schools are successful in the implementation of OBE policy. Their responses would then be substantiated by an outline of causal factors, that is, those factors that either impede or help schools implement OBE policy successfully.

Because the respondents were also asked to provide suggestions on how OBE policy can be implemented successfully, the researcher hoped to use those suggestions and blend them with the theoretical propositions (normative factors) to design a model for effective implementation of OBE policy. This model is presented and discussed thoroughly in chapter 5 of this research (Fig. 5.1.). I then discuss how the instruments helped in eliciting information that would address the objectives of this study.

### **4.3. EXPLICATION AND PURPOSE OF THE QUESTIONNAIRE (ANNEXURE B)**

The questionnaire aimed at eliciting information from the respondents and was divided into four parts to help the researcher format the responses according to themes.

#### **4.3.1. REASONS FOR PART I OF THE QUESTIONNAIRE**

Part I of the questionnaire dealt with biographical information of the respondents. They had to provide information on the types or locations of their schools, the districts where their schools are located, the phases which they are teaching, their teaching experience, their positions at school and their gender. The researcher needed this information to find

out which areas and educators are currently experiencing problems with the OBE policy in their schools.

#### **4.3.2. REASONS FOR PART II OF THE QUESTIONNAIRE**

Part II of the questionnaire dealt with questions related to policy. Respondents were asked to answer questions on policy and public policy and the public policy-making process. This information would help the researcher find out whether according to the respondents OBE policy adheres to the values and objectives of the Constitution of the country. It helped the researcher find out if OBE policy process did follow the public policy-making process all government policies are subjected to before, during and after implementation.

#### **4.3.3. REASONS FOR PART III OF THE QUESTIONNAIRE**

Part III of the questionnaire dealt with questions related to OBE policy. The researcher asked specific questions that relate to the constitutional foundations of OBE policy; its legislative foundations and institutional arrangements and components. Responses to these questions helped the researcher find out the respondents' level of understanding of the specific relationship that exists between the Constitution of the country, its legislation and institutions and OBE policy. The researcher also wanted to find out the respondents' level of comprehension of the content of OBE policy.

#### **4.3.4. REASONS FOR PART IV OF THE QUESTIONNAIRE**

Part IV of the questionnaire dealt with questions related to educators' view on OBE policy. The researcher wanted to find out the respondents' overall understanding and viewpoint on OBE policy in general. The summative viewpoint helped in giving the researcher the total picture of whether the implementation of OBE policy has been successful or not.

#### **4.4. EXPLICATION AND PURPOSE OF THE INTERVIEW SCHEDULE (ANNEXURE B)**

The interview schedule consisted of ten interview questions which aimed at eliciting information about OBE policy, its strengths and weaknesses and suggestions with regard to improvement on implementation (See Annexure B). The interview questions helped in

making the responses given through questionnaires more valid and authentic that is the reason why most questions that appeared in the interview schedule were also found in the questionnaire.

The responses in both the questionnaires and interview schedule are now presented, analyzed and discussed. Numbers in brackets before or next to percentages indicate frequency of responses.

**4.5. DESCRIPTIVE STATISTICAL ANALYSIS (QUESTIONNAIRE-ANNEXURE A)**

The following is the presentation, analysis and discussion of the research results obtained through the questionnaire:

**4.5.1. PART I: BIOGRAPHICAL INFORMATION**

The researcher obtained the following information through questions that related to biographical information of the respondents. This information helped in contextualizing the study within its location and also in finding out where educators are currently experiencing problems in the implementation of OBE policy.

**4.5.1.1. Type of school**

Type of school	Frequency	Percentage
Rural	102	51%
Urban	8	4%
Township	90	45%
TOTAL	200	100%

**Table 4.1. Frequency distribution according to type of school**

Table 4.1 indicates that more educators from rural schools (51%) were used as respondents in the collection of data. This was done with an assumption that rural schools are the ones struggling with finding adequate resources which will enable them to implement OBE policy effectively.

#### 4.5.1.2. Districts

District	Frequency	Percentage
Mthunzini	50	25%
Lower uThukela	50	25%
Lower Umfolozi	50	25%
Hlabisa	50	25%
TOTAL	200	100%

**Table 4.2. Frequency distribution according to districts where respondents are teaching**

The equal number of educators as respondents came from different districts. Most of these educators are teaching in rural schools.

#### 4.5.1.3. Phases where respondents are teaching

Phase	Frequency	Percentage
Foundation Phase	63	31,5%
Intermediate Phase	37	18,5%
Senior Phase	100	50%
TOTAL	200	100%

**Table 4.3. Frequency distribution according to phases where respondents are teaching**

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More respondents came from the senior phase (50%). The foundation phase also comprised of more respondents (31,5%) than the intermediate phase (18,5%). The main reason why more educators had to come from the foundation phase is that the foundation phase is the only phase that has completed its first cycle of the implementation of OBE policy. In other words all the grades (1, 2 and 3) of the foundation phase have already implemented OBE policy.

#### 4.5.1.4. Teaching experience

Number of years	Frequency	Percentage
Under 3 years	61	30,5%
3-5 years	38	19%
5-10 years	83	41,5%
Over 10 years	18	9%
TOTAL	200	100%

**Table 4.4. Frequency distribution according to respondents' teaching experience**

Table 4.4. indicates that the majority of the respondents (41,5%) have been educators for 5-10 years. This allows informed responses to questions which were asked by the researcher. This is the group that has average experience and most of them were already educators before 1994 and when OBE curriculum was introduced in the country. They therefore have experience of teaching during the apartheid era and also during the era of democracy in South Africa. 9% of the educators have taught for more than 10 years and this is considered rich experience. However, from the viewpoint of new educators there is an assumption that those who have over 10 years experience are less motivated and are not participating fully in the implementation of OBE policy.



#### 4.5.1.5. Position at school

Position	Frequency	Percentage
(Junior) Educator	168	84%
SMT	32	16%
TOTAL	200	100%

**Table 4.5. Frequency distribution according to positions of the respondents**

Table 4.5. indicates that the majority of the respondents (84%) are junior educators and only 16% are members of the SMT. Separation of the respondents according to their positions at school helped in presenting the management and junior educators' viewpoints on the implementation of OBE policy. It is, however, not a question of the one blaming the other but there are valuable responses that came from those who are junior educators with regard to how the management can improve its management style to help promote the effective implementation of OBE policy. Responses were however integrated when analysis was done and both SMTs and junior educators will hereinafter be referred to as educators.

#### 4.5.1.6. Gender of the respondents

Gender	Frequency	Percentage
Male	78	39%
Female	122	61%
TOTAL	200	100%

**Table 4.6. Frequency distribution according to the gender of the respondents**

Information on this table (4.6.) indicates that there were more female educators who were respondents than male educators. The highest number of educators in general will be found in the foundation phase.

The presentation, analysis and discussion of biographical information of the respondents helped in understanding the respondents' understanding of issues relating to public policy which are discussed next:

#### **4.5.2. PART 11: QUESTIONS RELATED TO POLICY**

The following is presentation, analysis and discussion of responses to questions related to policy.

##### **4.5.2.1. POLICY AND PUBLIC POLICY**

The researcher obtained the following information through questions related to policy and public policy.

##### **a) Policies address the values of the South African society**

<b>Policies addressing values</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	86	42,5%
No	114	57,5%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4.7. Frequency distribution according to whether policies address the values of the South African society or not.**

Only 42,5% of the respondents agreed with the above statement while 57,5% disagreed that policies address the values of the South African society. It is true that the intention of the government polices is to have a mechanism that will help in the realization of the societal goals and values (Hanekom, 1991:7). However, as Anderson (1984:6) correctly points out, policies are designed to accomplish specific goals or produce definite results, although they are not always achieved. This further suggests that the policies of the South African government are good on paper but they fail to address all the values and the needs of the society.

### **b) The objectives of the government policies**

When asked about the objectives of the government policies, respondents provided the following responses according to the order of importance:

- To serve the interests of the people (19,5%) (39).
- To promote a non-sexist, non-partisan, non-discriminatory, skilled and democratic South Africa free from crime (17%) (34).
- To address the imbalances of the past (16,5%) (33).
- To bring about fair and democratic system of governance (12,5%) (25)
- To transform the lives of the citizens for the better (12%) (24).
- To reach equity in the shortest possible time (7,5%) (15).
- To make South Africa competent socially, economically and politically (6,5%) (13).
- To encourage people to think independently (6%) (12).
- To serve as a guide to all officials (1,5%) (3).
- To promote western culture (1%) (2).

From the above-written responses it is clear that educators are well informed about the objectives of the government policies. This is substantiated by the fact that Hanekom (1987:8) also believes that one of the most important objectives of government policies is to serve as a guideline to all government institutions and public officials in the allocation of resources. This therefore means that educators are aware of what the government should be doing for them, unfortunately there is an indication (Table 4.7.) that it is not happening.

### **c) The functions of the government policies**

The respondents were asked about what they think the functions of government policies are. They responded in the following manner:

- To address the needs of the people (19%) (38).
- To promote the welfare of the citizens (16%) (32).
- To promote the economic development of the country (15,5%) (31).
- To develop societies according to their capabilities (14%) (28).
- To maintain uniformity in the whole of the South African society (11%) (22).

- To assist needy people with shelter and nutrition (10%) (20).
- To guide officials to do what is right (6%) (12).
- To ascertain that the whole society of South Africa is treated justly (5%) (10).
- To address differences and unfair discrimination caused by apartheid (2,5%) (5).
- To guide and lead the country (1%) (2).

This is another indication that educators are well aware of the functions of the government policies and what they expect the government to be doing for them as part of a bigger South African society. It is clear that the above-mentioned functions tie up very well with the most important functions of public policy which are:

- To communicate the values of the society;
- To provide guidelines for the many decisions and actions that organizations and institutions take daily;
- To embrace a very broad sphere of governance from the generalized articulation of values to formulation of rules and criteria for enforcing the law; and
- To provide the basis on which to foresee outcomes, and a yardstick for evaluating performance of public institutions (Hanekom, 1997:9).

#### **d) Suggestions to ensure that government policies address the values of the society**

In response to what the respondents would suggest as a way of ensuring that government policies address the values of societies, the following came up:

- Societies should set up forums where policies are discussed (20%) (40).
- They should group themselves with common objectives and define their values (17,5%) (35).
- They should come together and invite government officials to discuss the policies with them (15%) (30).
- Methods of communication should improve (14%) (28).
- Societies should send their representatives to the government to communicate their dissatisfaction (12%) (24).
- Societies should pressurize the government to revise and amend those policies (11,5%) (23).

- They should pressurize the local government to talk on their behalf (10%) (20).

Educators are aware that it is through organized communities that they can be in a position to make sure that the government policies address their values.

#### **e) The government being held responsible for failure of its policies**

Respondents gave different responses with regard to how they can hold the government responsible for its failed policies, but the following were common among them:

- Communities should check if the government policies meet the needs of the people (19,5%) (39).
- They should constantly question the officials (17,5%) (35).
- Representatives from communities should make submissions to government officials (15%) (30).
- Communities must write a memo and submit it to the government through responsible committees (14%) (28).
- People can send representatives to confront the officials (12%) (24).
- They should demand that officials come to explain (11,5%) (23).
- The communities should help advise the officials they voted for (10,5% (21).

What is appreciated of all the respondents is that most of them see the need of checking if the policies of the government meet the needs of the people (19,5%) before they can take any other action. This shows preparedness to discuss issues that concern their lives.

It is important to point out that issues on public policy raised by the respondents in the foregoing discussion have a relationship with the issues they raised in the public policy-making process which are discussed hereunder:

#### **4.5.2.2. PUBLIC POLICY-MAKING PROCESS**

The following is presentation, analysis and discussion of the responses to questions that related to public policy-making process.

## A. CONSULTATION

The researcher obtained the following information through questions related to consultation.

### (1) Initiation of education policies

Initiators	Frequency	Percentage
Officials	157	78,5%
Schools	-	0%
Communities	43	21,5%
TOTAL	200	100%

**Table 4.8. Frequency distribution according to initiation of education policies**

A greater percentage of the respondents (78,5%) indicated that the officials are the ones who initiated education policies. There were those who indicated that communities are responsible for initiating education policies (21,5%). There was no respondent who indicated that schools initiated education policies. The fact that most of the respondents felt that the officials are the ones who initiated education policies suggests the unilateral decision-making process which is undertaken by the government when policy-making is done. It should be pointed out though that communities do also have power to initiate policies by making submissions to the government through their representatives. The issues brought up by the communities form part of the agenda that is discussed by government officials. It should however, be pointed out that, according to Kingdon (1992:9) only a portion of these issues will succeed in securing agenda status because officials lack time, resources, interest, information or will to consider them.

## (2) Consultation before education policies are implemented

Consultation	Frequency	Percentage
Yes	67	33,5%
No	133	66,5%
TOTAL	200	100%

**Table 4.9. Frequency distribution according to consultation**

Most respondents (66,5%) maintained that consultation was not done before education policies were implemented. The government does maintain that consultation is done before policies are implemented. However the most important question to ask which off course is implied in Table 4.9. is whether the kind of consultation the government claims to be doing is accessible to communities or not. If communities cannot access consultation they have all the right to maintain that they were not consulted.

## (3) The reasons for failure of government to do consultation

Respondents gave the following reasons with regard to the failure of the government to do consultation:

- The government undermined rural communities (15%) (30).
- They did not have time to consult rural areas (14%) (28).
- They are not taking the interests of communities into consideration (12,5%) (25).
- Selfishness of the government and insufficient funds (12,5%) (25).
- Change was unplanned (12%) (24).
- The government was still excited about achieving democracy (10%) (20).
- Educators are not well organized (9%) (18).
- Officials were power hungry (7,5%) (15).
- The government just imposed because it takes time to consult (5%) (10).
- Lack of information (2%) (4).
- Officials thought they were correct (0,5%) (1).

Many respondents (15%) felt that the government undermines rural communities and, therefore, did not have time to consult them. Tied to this is the fact that the consultation process the government claims to have developed was not accessible to the rural communities (*cf.* Table 4.9.)

**(4) Involvement of all stakeholders in the education policy process**

<b>Involvement of all stakeholders</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	79	39,5%
No	121	60,5%
TOTAL	200	100%

**Table 4.10. Frequency distribution according to the involvement of all stakeholders**

A greater percentage of respondents (60,5%) felt that not all stakeholders were consulted in the education policy process. If people have never been consulted they may feel that they are not part of the process and they may as well not support the process. This has proved to be the reason why some educators are demotivated to implement education policies because they feel these policies are imposed on them.

**(5) Stakeholders who were left out in the education policy process**

Respondents felt that some of the very important stakeholders who were left out in the education policy process are the following:

- Communities (43,5%) (87).
- Learners’ parents (25%) (50).
- Educators (16,5%) (33)
- Amakhosi (15%) (30).

It is clear that most of the respondents (43,5%) felt that communities were not involved in the consultation process. If there are communities that were left out, a serious mistake was made by the government because, as Mokgalane (2000:5) points out, communities are part



of the stakeholders in the education process. The government must guard against the situation which Porter and Hicks (1995:12) claim is recurrent in developing countries in general where public officials are much more influential than other stakeholders in policy formulation and the respective policies being informed predominantly by expertise contained in the circles of the government.

**(6) Acceptance of the new education policies**

Acceptance	Frequency	Percentage
Yes	79	39,5%
No	121	60,5%
TOTAL	200	100%

**Table 4.11. Frequency distribution according to the acceptance of new education policies**

Many respondents (60,5%) felt that not all political parties accepted the new education policies. There were those that did not accept changes because they are in opposition like Inkatha Freedom Party (IFP) and the New National Party (NNP). This kind of resistance from political parties may thwart development in their respective areas of dominance. This has been the case in the Kwa-Zulu Natal Province which is dominated by the IFP where officials found it difficult to accept the new curriculum (OBE) just because it was initiated by the African National Congress (ANC). This had a huge impact on the implementation of the policy as it was hastily implemented with little resources available.

This therefore necessitates a look at how the respondents understand the public policy implementation process.

## **B. PUBLIC POLICY IMPLEMENTATION**

The researcher obtained the following information through questions related to public policy implementation:

### **(1) Implementers of education policies**

Respondents were asked to mention who they think implementers of education policies are and they provided the following information:

- Educators (40%) (80).
- Parents (22,5%) (45).
- Learners (16%) (32).
- Officials (13,5%) (27).
- Educators' organizations (8%) (16).

Educators (40%) were identified as the main people who are the implementers of education policies. This is an indication that educators are aware of their responsibility and accountability in the whole education process.

### **(2) Reasons for identification of the implementers**

The following are some of the reasons that were given for the identification of educators as the most important implementers of education policies:

- They are the ones spending a lot of time with the learners.
- They have all the powers and skills to solve education-related problems.
- They are directly involved in education.
- They are the people who hold the success to education.
- They have been trained to implement education policies.
- They know better about the problems related to the teaching and learning process.
- They know better about their learners.
- They are ethically bound to ensure that the new education policies are in place.

### (3) Capacity of stakeholders to implement education policies

Capacity	Frequency	Percentage
Yes	188	94%
No	12	6%
TOTAL	200	100%

**Table 4.12. Frequency distribution according to capacity of the policy implementers**

An almost unanimous majority of the respondents (94%) felt that stakeholders, especially educators have the capacity to implement education policies. This is an indication that educators have confidence in themselves and are willing to commit themselves into taking a role of being accountable with regard to the implementation of education policies.

### (4) Success of implementers in implementing education policies

Success	Frequency	Percentage
Yes	70	35%
Not sure	29	14,5%
No	101	50,5%
TOTAL	200	100%

**Table 4.13. Frequency distribution with regard to success of implementation**

Table 4.13. indicates that there are more respondents (50,5%) who feel that the implementers of education policies, especially OBE policy, were not successful in the implementation process. There is also an indication that there is some kind of success (35%), though minimal, that has been achieved by the implementers of education policies.

### **(5) Reasons for failure and success of implementation**

There are many reasons that can be attributed to failure in the implementation of OBE policy. However, respondents gave the following reasons in their frequency:

- Culture of learning is declining (38%) (76).
- Educators are not fully skilled for implementation (26%) (52).
- Some of the stakeholders, like parents, do not cooperate actively (19%) (38).
- Policy-makers did not consider lack of facilities especially in rural schools (12%) (24).
- Policy-makers did not consider overcrowding in schools (5%) (10).

A serious concern (38%) by many educators is the deterioration in the culture of learning in schools which has impacted tremendously on the implementation of education policies. Failures in implementation of policy are inevitable and there will always be new and unanticipated problems encountered during implementation. Hanekom (1987:61) identifies many reasons for failure of policy implementation; for example, a policy aimed at solving a particular problem may create a problem in another area. This is happening particularly in the implementation of OBE policy, especially with regard to indiscipline and the deterioration of the culture of learning in schools. There is a feeling among educators that the OBE curriculum gives too much freedom and more chances of succeeding to the learners that some of them do not take their learning seriously.

There were however a few respondents (35%) who felt that there has been some amount of successes attributed to those who have implemented education policies. The following are the reasons for success that were given by the respondents:

- Policy-makers were able to address disparities and inequalities in education to a certain extent (29%) (58).
- Policy-makers were able to recognize all languages as official (26%) (52).
- There is transformation in schools (18,5%) (37).
- There is training that is being done i.e. the cascading model (14,5%) (29).
- Most learners have been taught as suggested in the workshops (6,5%) (13)

- Educators are more aware of their learners' capabilities and they have given them more freedom of expression in their respective classrooms (5,5%) (11).

It is true that South African education has changed for the better especially with regard to addressing disparities and inequalities which were a result of the apartheid regime. Most of the respondents (29%) identified this area as the most successful one in the new education process in the country.

Having discussed the responses provided on the public policy implementation it is now proper to look at how respondents understand policy evaluation.

### **C. PUBLIC POLICY EVALUATION**

The researcher obtained the following information through questions related to public policy evaluation:

#### **(1) Stakeholders involved in policy evaluation**

Respondents identified the following stakeholders as the ones who should be involved in policy evaluation:

- Educators (29%) (58).
- Officials (27,5%) (55).
- Parents (18,5%) (37).
- Communities (15%) (30).
- Learners (10%) (20).

Most respondents felt that educators (29%) are the most important people to evaluate education policies. It is also interesting that parents (18,5%) and learners (10%) do also have a share in the evaluation process.

## (2) Why stakeholders should be involved in policy evaluation

Respondents gave many reasons why they feel the stakeholders they listed above should be involved in policy evaluation; however, only those reasons that identify educators as the most important stakeholders will be listed because they are the implementers of OBE policy:

- Educators are the ones who are fully involved in the process.
- They liaise between the government and the schools.
- They are the ones accountable and entrusted with education.
- They are the ones who are very clear about the problems of education because they are involved in the education process almost on a daily basis.
- They are trained in curriculum evaluation.

It is important that respondents highlighted educators' accountability as part of what is expected of them in the evaluation process. The significant point about accountability as Downey and Kelly (1979:10) suggest is that it is *post eventum*. This means that it does not make logical sense to hold someone accountable for actions before he or she performs them. It therefore suffices that accountability should come into play only after the person has been allowed to exercise his or her professional judgment and taken whatever action she or he has deemed appropriate.

## (3) Monitoring of education policies

Monitoring	Frequency	Percentage
Yes	98	49,5%
No	102	50,5%
TOTAL	200	100%

**Table 4.14. Frequency distribution with regard to monitoring of education policies**

A greater percentage of respondents (50,5%) felt that monitoring of education policies is not done and 49,5% maintained that it is done. It should be pointed out that monitoring of

education policies can vary from one school to the other. There are schools which are not easily accessible to departmental officials and this creates a situation where they are unable to monitor closely the policies that have been implemented in those schools.

**(4) The right time for the evaluation of education policies**

<b>Evaluation</b>	<b>Frequency</b>	<b>Percentage</b>
Before implementation	54	27%
During implementation	81	40,5%
After implementation	65	32,5%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4.15. Frequency distribution according to evaluation of education policies**

Many respondents (40,5%) believed that policy evaluation should be done during implementation as against those who said it should be done after implementation (32,5%). A few respondents (27%) felt it should be done before implementation of a policy.

**(5) Reasons for a period of evaluation of policies**

Respondents provided many reasons why they felt evaluation of policies should be done at a particular set time. However, the majority, that is, those who felt it should be done during the implementation process provided the following reasons:

- So that problems can be addressed at once and remedies found before more harm occurs.
- Implementers are able to check successes or failures, identify problems and tackle them on the spot.
- It may help to obviate wastage of resources unnecessarily.

Wholey, et al. (1994:540) believe that policy evaluation should occur throughout the policy process not necessarily at its termination stage. It is a good idea that many educators

are aware of the fact that policy evaluation becomes more effective when done during implementation of policy.

#### **(6) The ideal policy-making process**

Respondents were asked what the ideal process that should be followed in policy-making is. They suggested the following:

- All stakeholders, especially those who will be involved in the implementation, should meet and decide on the policy to be made.
- Consultation should encourage much educator involvement as possible because they are the ones who play a very important role in education.
- Opinions or input should be invited from experts, more especially educationists from the higher education sector.
- Input and opinions should be assessed by all stakeholders.
- Those who will be involved in the implementation process should be organized and be informed about the process.
- A participative process should be recommended where all stakeholders are involved in a transparent, critical identification of merits and demerits of the policy.

Responses on how respondents understand public policy and policy-making process in general impact on their understanding of OBE policy. The following are the responses that suggest how they understand OBE policy:

### **4.5.3. PART III: OBE POLICY**

The following is presentation, analysis and discussion of the responses to questions related to OBE policy:

#### **4.5.3.1. CONSTITUTIONAL FOUNDATIONS OF OBE POLICY**

The researcher obtained the following information through questions related to the constitutional foundations of OBE policy:



#### a) OBE policy and the values of the Constitution

Values	Frequency	Percentage
Yes	121	60,5%
Uncertain	37	18,5%
No	42	21%
TOTAL	200	100%

**Table 4.16. Frequency distribution according to OBE policy and the values of the Constitution**

When asked whether OBE policy addresses the values of the Constitution or not, 60,5% of the respondents agreed that it does, 21% disagreed and 18,5% were uncertain. It shows that a greater percentage of educators are aware of the values that should be addressed by the curriculum. Those who were uncertain indicated that it was too early to have a judgmental viewpoint because OBE policy has just been implemented. The Revised National Curriculum Statement (2001:11) states that one of the objectives of the new education policy (OBE) is to ensure that each person has a right to freedom from poverty, homelessness, poor health and hunger and that these values should be made possible by heightened levels of education.

#### b) The values of the Constitution addressed by OBE policy

According to the respondents some of the fundamental values addressed by OBE policy are the following:

- Right to basic education as provided by section 29 of chapter 2 of the Bill of Rights (37%) (74).
- Freedom of choice, expression, religion and association to learners (25%) (50).
- Observation of basic human rights (20,5%) (41).
- Life-long learning (8,5%) (17).
- Promotion of cultural diversity and multilingualism (5%) (10).
- Respect of other people's rights (4%) (8).

Almost all respondents, as the average suggests (37%), are aware that OBE policy does address the most important value in education which is the right to basic education. However, it should be pointed out that at the moment these values are just addressed on paper and we are yet to see the changes in the learners who will come out of the new education system.

### **c) Areas where OBE policy is lacking in addressing constitutional values**

Respondents identified the following areas where OBE policy is lacking in addressing the values of the Constitution:

- Consultation was not adequately done (50%) (100).
- OBE policy does not cater for the different backgrounds of learners (20%) (40).
- It does not address the values of rural communities (13,5%) (27).
- It does not address all the cultural values of the country (10,5%) (21).
- OBE policy lacks clarity on the aspect of religion (6%) (12).

Many respondents felt that consultation was not adequately done before OBE policy was implemented (50%). It could have helped a great deal to clearly define the values different communities expect to see in the new education policy. This does not mean that consultation was not done, it was, but not all stakeholders were consulted. Although the aspect of religion is catered for in the new curriculum, there are certain sections of the South African community who feel OBE policy does not properly address religious values and that is why there is an indication of an average of 6%.

### **d) Suggestions for the education policy to address the values of the Constitution**

Respondents suggested the following ways in which the values that are enshrined in the constitution can be properly addressed by an education policy:

- Values must be clearly defined in the new education policy.
- Values can be addressed if there is proper communication between the stakeholders and government officials.
- Educators should be involved in the policy-making process that deals with education policies.

- Government officials should make sure that they help the education department in raising literacy levels among communities so that they understand their values better.
- The language issue should be addressed as most Learning Areas (LAs), except LLC are still catering for specific language groups.

The constitutional foundations of OBE policy form the basis of its legislative foundations. It therefore becomes imperative that the respondents views on the legislative foundations of OBE policy be discussed next.

#### **4.5.3.2. LEGISLATIVE FOUNDATIONS OF OBE POLICY**

The researcher obtained the following information through questions related to the legislative foundations of OBE policy:

##### **a) The role of SAQA**

Respondents were also asked what they thought the role of SAQA is. The following responses came up:

- To set the standards of qualifications and serve as measurement for those standards (26,5%) (53).
- To give educators a chance to upgrade themselves to fit in the new system (26%) (52).
- To interpret and evaluate levels of competition of different forms of qualifications attained (20%) (40).
- To evaluate educators' qualifications (11,5%) (23).
- To ensure uniformity in qualifications (11%) (22).
- To see to it that a high standard of education is maintained through effective qualifications (5%) (10).

This is an indication that educators are aware not only of the role of SAQA but also of how SAQA can contribute towards their effective teaching. This emphasizes that SAQA should

be viewed as contributing positively towards the education system of the country rather than being viewed as the watchdog of the Department of Education.

**b) The impact of changing classes into grades**

<b>Impact</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	76	38%
No	101	50,5%
No difference	23	11,5%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4.17. Frequency distribution according to the impact of changing classes into grades**

50,5% of the respondents said that there is no impact, 38% believed that there is impact and 11,5% saw no difference. Those who did not see any impact found changing classes into grades to be causing a lot of problems. For example, they claim that individual learner attention is not carried out. According to the Policy Document (1997:14) SAQA’s aim in compressing classes into grades is to develop the child in totality, which should lead to a balanced personality equipped with the necessary skills.

**c) SAQA working successfully with educators without imposition**

When respondents were asked how they think SAQA can work successfully with educators without imposition they presented the following viewpoints:

- By opening a platform for debate where educators can voice their opinions (27,5%) (55).
- Through consultation, involvement of educators and working relations with national and provincial departmental officials (23%) (46).
- By having regular interaction with educators and having educator unions involved to have more input (15,5%) (31).
- By giving educators enough opportunity to upgrade their qualifications (15%)(30).

- By helping educators understand how SAQA works through workshops (11%) (22).
- By forming structures that will advise educators (5%) (10).
- By helping educators improve their levels of performance (3%) (6).

The above-mentioned points emphasize the fact that educators see SAQA as a body that can help them develop and become better educators.

#### **d) Improvement on present certification**

When asked to suggest ways to improve present certification in the OBE curriculum, respondents presented the following suggestions:

- First certificates should be obtained after Grade 12 (30,5%) (61).
- Educators should be workshopped on evaluation and certification (24%) (48).
- Adequate resources should be provided to improve education system (20,5%) (41).
- Certificates must be issued after each phase (16%) (32).
- External examinations must be written only in Grades 6, 9 and 12 (9%) (18).

There is an indication of conflicting views here as the responses suggest that first certificates be issued after Grade 12 (30,5%), after each phase (16%) and after Grades 6, 9 and 12 (9%) which excludes the other two lower phases which are the intermediate and foundation phases. It should be pointed out that according to the Policy Document (1997:19) (*cf.* 2.6.) issuing of certificates to learners will only be done after Grade 9 and 12.

The legislative foundations of OBE policy have an impact on its institutional foundations, therefore it is necessary that the views of the respondents on the institutional foundations of OBE policy be discussed next.

#### **4.5.3.3. INSTITUTIONAL FOUNDATIONS OF OBE POLICY**

The researcher obtained the following information through questions related to the institutional arrangements of OBE policy:

##### **a) The role of the National Department of Education in the implementation of OBE policy**

Respondents provided the following views with regard to the role of the National Department of Education in the implementation of OBE policy:

- Provide sufficient funding to the provinces (29,5%) (59).
- Provide training of educators at the higher education institutions (25%) (50).
- Communicate effectively with educators (13,5%) (27).
- Make a thorough follow-up on the role of provinces (12%) (24).
- Make sure that all stakeholders are involved in planning (8%) (16).
- Develop a policy on the redistribution of educators (7%) (14).
- Make information on human resources available to provinces (5%) (10).

This is an indication that respondents are fully aware of the role of the National Education Department in the implementation of OBE policy which means that they can hold the government accountable if its role functions are not performed. One of the roles of the National Education Ministry is to set up measures or programmes for monitoring and evaluation of education policies. For example, the Review Committee was set up to review Curriculum 2005 and they came up with the Revised National Curriculum Statement (*cf.* 2.7.).

##### **b) The role of the Provincial Department of Education in the implementation of OBE policy**

The following responses were provided by the respondents with regard to the role of the Provincial Department of Education in the implementation of OBE policy:

- To involve all stakeholders in planning (25%) (50).
- To supply resources to schools (20,5%) (41).
- To guide schools with regard to the implementation of OBE policy (16%) (32).

- To organize more and regular workshops for educators (15%) (30).
- To organize workshops for SMTs and SGBs (11%) (22).
- To monitor implementation of OBE policy at regional level (10,5%) (21).
- To work closely with the regions and districts in evaluating the implementation of OBE policy (2%) (4).

The involvement of all stakeholders seems to be a prominent response (25%) and a starting point in ensuring that the Provincial Department of Education plays its implementation role successfully. This response relates to consultation which has always been a major concern of most educators (*cf.* 4.5.2.2.A.).

### **c) The role of schools in the implementation of OBE policy**

The following are the responses on what respondents thought is the role of the school in the implementation of OBE policy:

- To plan contextually together with other stakeholders and integrate specific needs of the communities they are serving (20%) (40).
- To implement policies set by the national department (17%) (34).
- To dedicate their finances to both human and physical resources (15%) (30).
- To provide textbooks and allow educators to attend workshops (12,5%) (25).
- To instill discipline in learners to be educable and to monitor the whole teaching and learning process (11,5%) (23).
- To organize onsite workshops for educators (9%) (18).
- To encourage educators to work as a team and network with other schools (8%) (16).
- To give a chance to workshopped educators to workshop others (7%) (14).

The need for planning with stakeholders came up to be the most prominent response (20%) which emphasizes the importance of the involvement of stakeholders especially communities to ensure successful implementation of OBE policy. It should also be pointed out that schools are now responsible for the purchase of their textbooks and stationery, the provincial department, through the districts, can only provide funds.

#### **d) Empowerment of provinces and schools to implement OBE policy successfully**

Respondents suggested the following ways in which provinces and schools can be empowered to implement OBE policy successfully:

- There should be enough consultation.
- They should realize the importance of planning together.
- They need to work on a better communication system where educators are free to raise their opinions.
- More educators should be trained and more workshops should be organized.
- They should provide incentives to motivate educators.
- They should provide adequate resources.
- They should revisit the educator-learner ratio.
- They should continuously evaluate the implementation process.
- They should employ more educators.

The manner in which the respondents view the role of their institutions in the implementation of OBE policy is directly related to how they understand the components of OBE policy.

#### **4.5.3.4. COMPONENTS OF OBE POLICY**

The following information was obtained through questions related to components of OBE policy:

##### **A. DIFFERENT APPROACHES TO OBE POLICY**

The researcher obtained the following information through questions related to different approaches to OBE policy:

##### **(1) Old aspects of the curriculum currently in use**

Respondents identified the following aspects of the curriculum which are currently in use in their schools:

- Teacher-centred methods (28,5%) (57).
- Textbooks (22,5%) (45)



- Monthly tests (18%) (36).
- Note-taking (17%) (34)
- Seating arrangements (14%) (28)

It does not mean that educators are obstinate by using these aspects of the old curriculum but are forced by certain circumstances.

## **(2) Reasons for using old aspects of the curriculum**

Respondents gave the following reasons for the aspects they identified above:

- Teacher-centred methods are used because classes are overcrowded and there is no time for individual attention.
- Textbooks are only available to those schools that can afford to buy them.
- Monthly tests are used because educators still have difficulties with CASS and classes are too big to assess at a time.
- Notes are given because learners do not have books.
- Seating arrangements are forced by the shortage of furniture.

It is now apparent that these problems that have been identified by the respondents are part and parcel of the problems that are recurrent in the present education system. The Department of Education in the KZN Province is aware of the trying conditions under which educators are working and it seems there is no serious intention to take any action to rectify the situation.

## **(3) Views on transformational OBE**

<b>View</b>	<b>Frequency</b>	<b>Percentage</b>
Positive	198	99%
Uncertain	01	0,5%
Negative	01	0,5%
TOTAL	200	100%

**Table 4.18. Frequency distribution according to the views on transformational OBE**

99% of the respondents believe that transformational OBE is a good policy, 0,5% believes that it is not a good policy and 0,5% were uncertain at a time. Those who believe that it is a good policy provided the following reasons:

- It is practical.
- It encourages creativity among learners.
- It caters for individual learner’s capabilities.
- It unlocks the world of the learner.
- It gives the learner an opportunity to experience things on his or her own.
- It allows the learner to work and progress at his or her own pace.
- It shifts the mindset of both learners and educators from the old school of thought.
- It encourages skills development of learners.

The one who was uncertain said that it was too early to judge whether it is a good policy or not. The reason given was that OBE policy should be changed because it does not suit all the places, especially rural areas.

According to the Policy Document (1997:08) transformational OBE is a transdisciplinary approach to learning and equips all learners with the knowledge, competence and orientations needed for success after they leave the school. It therefore becomes clear that there are successes as a result of the implementation of OBE policy because respondents do feel that it develops skills among learners.

#### **(4) Learners coping with transformational OBE**

<b>Learners coping with OBE</b>	<b>Frequency</b>	<b>Percentage</b>
Very well	113	56,5%
Coping	61	30,5%
Not coping	26	13%
TOTAL	200	100%

**Table 4.19. Frequency distribution according to how learners are coping with OBE**

Learners are coping very well with the OBE curriculum in the majority of schools (56,5%). In 30,5% of the schools they are coping but there are problems. There are schools where learners are not coping at all with the OBE curriculum (13%). Some of the reasons for failure of learners to cope with the OBE curriculum are the language problems where learners cannot understand any other language except their mother tongue which is IsiZulu in most cases. It will be remembered that all OBE curriculum material and documents are written in English, to understand the language used becomes a problem, especially in remote rural areas. The other reason given is that some educators are lazy and that affects implementation in some schools.

#### **(5) Views of educators on transformational OBE**

<b>Views of educators</b>	<b>Frequency</b>	<b>Percentage</b>
Positive	187	93,5%
Negative	13	6,5%
TOTAL	200	100%

**Table 4.20. Frequency according to the views of educators**

Most of the respondents (93,5%) maintained that educators enjoy the OBE curriculum however there are a few who are still negative towards it (6,5%). Those who are negative sometimes feel threatened because they do not want change or to be associated with change and some feel it is a waste of time. Because of these negative feelings towards OBE policy some educators even opted for early retirement or severance packages because they would not cope with OBE policy.

#### **(6). Suggested improvements on physical structures**

The following are suggestions by the respondents on the improvements of the physical structures of schools to implement OBE policy successfully:

- Computer, Technology, Biology and Physical Science laboratories should be built.
- More classrooms should be built.

- The old structures should be renovated.
- Electricity or generators should be provided.
- Intense security should be provided.

#### **(7). Suggested improvements on school management**

The following are some of the suggestions provided by the respondents on school management to implement OBE policy effectively:

- They should motivate educators and provide resources.
- They should network with other schools.
- They must allow educators to attend workshops.
- They must organize onsite workshops and invite specialists to come and help educators at the school.
- They should also attend OBE policy workshops.
- They should monitor and evaluate the implementation of OBE policy on regular basis.

#### **(8) Suggestions to improve OBE policy in general**

The following are some of the suggestions provided by the respondents to improve OBE policy in general:

- More and regular workshops and onsite workshops should be organized for educators.
- Schools should be supplied with adequate resources.
- The language used in OBE policy material should be simplified.
- More educators should be employed and the educator-learner ratio should be reduced.
- Constant reviews of the curriculum (yearly) should be done and educators should be part of these reviews.
- The SMT should also be workshopped on OBE policy so that they know exactly what is required.

- There should be specialization in OBE curriculum classes where educators who are teaching the OBE curriculum do not teach other classes where OBE policy is not yet implemented.

It is a known fact that when many people criticized OBE policy including Jansen (1998:230) some of the above-mentioned suggestions also came up. For example the, issue of language used in OBE policy was contentious and it was one of the reasons why the whole curriculum had to be reviewed.

Respondents showed that they understand what transformational OBE is all about and what it can do for them and their learners. Understanding of the approaches to OBE policy helped respondents present the following views on principles of OBE policy:

## **B. PRINCIPLES OF OBE POLICY**

The researcher obtained the following information through questions that related to the principles of OBE policy:

### **(1) OBE policy and human resources development (HRD)**

<b>OBE and HRD</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	198	99%
NO	2	1%
TOTAL	200	100%

**Table 4.21. Frequency according to whether OBE policy addresses HRD**

99% of the respondents do agree that OBE policy addresses human resources development and 1% believe that it does not. The Policy Document (1997:7) specifies that education and training process in OBE policy acknowledges the learners themselves as resources of knowledge. The process of learning should, therefore, be the expanding of boundaries of knowledge and the building of capacity throughout the learners' lives (*cf.*2.6.4.3.a.).

## **(2) Suggestions for OBE policy to cater for human resources development (HRD)**

Those who maintained that OBE policy does not cater for HRD (1%) provided the following suggestions:

- Relevant material should be used by the learners and educators.
- Educators should be allowed to search for information on their own.

## **(3) Success of OBE policy in redressing the past differences in education**

<b>Success</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	111	55,5%
Not sure	1	0,5%
No	88	44%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4. 22. Frequency distribution according to the success of OBE policy in redressing the past differences in education**

A greater percentage of the respondents (55,5%) felt that OBE policy has succeeded in redressing the past differences in education. 44% felt that it has not succeeded and only 0,5% was uncertain.

## **(4) Reasons for either success or failure of OBE policy in redressing the past differences**

When asked to provide reasons for success of OBE policy in redressing past differences in education, the respondents (55,5%) highlighted the following reasons:

- The old apartheid education has been done away with and a more practical and learner-centred approach has been introduced.
- Learners are now more creative and can discover things on their own.
- Learners' self-esteem and worth have improved especially black learners.
- Prospects of learners making a living after their education and a contribution to the economic development of the country have improved dramatically.

- Learners have access to equal education.
- More protection and independence have been given to learners.
- Skills development has been prioritized for learners.
- The needs of the previously disadvantaged communities are addressed.

Those who felt that OBE policy has failed to redress the past differences in education provided the following reasons:

- Resources are still inadequate and the previously advantaged schools are still more resourced than the previously disadvantaged schools.
- Rural schools still do not have facilities.
- Some educators are still using old approaches in their classrooms.

The one who said he was not sure stated that he has not yet seen the difference because his school has just started implementing the OBE curriculum at Grade 8.

#### **(5) Success in promoting learner-centredness**

<b>Promoting learner-centredness</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	100	50%
No	100	50%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4.23. Frequency distribution according to the promotion of learner-centredness**

When asked if their schools do promote learner-centredness, 50% of the respondents indicated that they do promote learner-centredness and another 50% indicated that they do not promote learner-centredness in their schools. It will be remembered that OBE curriculum development, especially the development of learning programmes and materials, should put learners first (Policy Document, 1997:5). In other words the curriculum development process should take into account the general characteristics of

different groups of learners. However, educators do come across certain obstacles when trying to promote learner-centredness in their classrooms.

**(6) Obstacles impacting on learner-centredness**

The following are some of the obstacles which were identified by 50% of the educators who indicated that schools are not successful in promoting learner-centredness:

- Some educators have not attended OBE policy workshops and are, therefore, not cooperative
- Classrooms are overcrowded.
- Resources are insufficient.
- Some learners are indisciplined.
- Lack of information provided educators.

**(7) OBE curriculum producing globally competitive learners**

Competitive learners	Frequency	Percentage
Yes	129	64,5%
No	71	35,5%
TOTAL	200	100%

**Table 4.24. Frequency distribution according to global competitiveness of learners**

When asked whether the OBE curriculum will produce learners who will be competitive in the global world, 64,5% agreed and 35,5% disagreed. There is still skepticism by many South Africans about whether their products will make it in the global world, however, it looks like more and more educators are becoming more confident that their learners will make it.

It does not help to understand the principles of OBE policy without linking them with assessment which is a crucial aspect of OBE policy implementation. Respondents' views on assessment in OBE policy are discussed next.



### C. ASSESSMENT IN OBE POLICY

The researcher obtained the following information through questions related to assessment in OBE policy:

#### (1) Success in implementing assessment in OBE policy

Success	Frequency	Percentage
Yes	129	64,5%
Uncertain	1	0,5%
No	70	35%
TOTAL	200	100%

**Table 4.25. Frequency distribution according to success in implementing assessment in OBE policy**

When asked whether they are successful or not in implementing assessment in OBE policy 64,5% of the respondents indicated that they are successful, 0,5% indicated uncertainty and 35% is not successful. According to the respondents assessment in OBE policy, which is also called Continuous Assessment (CASS), is the most difficult aspect in the implementation. There are various reasons for its difficulty. Although some educators find it difficult, there are some who have succeeded in implementing it in their classrooms.

#### (2) Assessment strategies used

The following are some of the strategies used by those educators who have succeeded in the implementation of assessment in OBE policy:

- Acceptance of change.
- Positive attitude.
- Working together as a team.
- Devotion, improvisation and the will to do it.
- Networking with other schools.
- Attending workshops and workshopping each other on site.

- Thorough planning and seeking for more information.
- Understanding differences among learners.

### (3) Obstacles hindering assessment in OBE policy

Those respondents who find it difficult to implement assessment in OBE policy mentioned some obstacles as follows:

- Overcrowding in the classrooms.
- Lack of cooperation from parents because most of them are illiterate.
- Resistance to change by some educators.
- Lack of resources like photocopiers.
- Indiscipline by learners.
- Lack of adequate training for educators.
- Lack of adequate teaching skills among educators.
- Insufficient funds to provide material.
- Lack of basic requirements like electricity, laboratories and equipment.

The Policy Document (1997:12) emphasizes that a host of different assessment strategies are employed to accommodate the diversity of learners and schools. What is important is to give learners a chance to demonstrate their progress. It is therefore important that different strategies are employed to match the different learning styles.

### (4) Views on CASS

Views on CASS	Frequency	Percentage
Positive	198	99%
Uncertain	2	1%
Negative	0	0%
TOTAL	200	100%

**Table 4.26. Frequency distribution according to the views on CASS**

Most of the respondents (99%) are positive about CASS and only 1% is not yet sure at the moment. The following are some of the reasons provided by those who are positive about CASS:

- It helps to know learners better.
- It reveals progress of learners to educators and parents.
- It provides clear focus to educators.
- It helps the educator to address short and long-term objectives.
- It is fair to learners because they are now assessed more than once.
- It alerts learners that they are assessed daily and absenteeism is reduced.
- It helps educators to give remedial work as soon as it is evident that the learner has a problem.
- It enables educators to see slow learners and attend to them differently.
- Weaknesses of educators can be identified through CASS.

Those who were uncertain (1%) maintained that CASS is still very difficult for them and they are still struggling with problems like some learners are not cooperative and they absent themselves. It is clear that CASS is a good assessment approach and is liked by most of the educators. It is indeed true that it requires a lot of tenacity and creativity from educators and this can only be successful if educators can get the kind of support they deserve from the SMTs.

As has been pointed out, CASS plays a very crucial role in the understanding of the implementation of OBE policy. It is important that it is integrated with the whole curriculum development process. Respondents' views on curriculum development process will now be discussed.

#### **D. CURRICULUM DEVELOPMENT PROCESS**

The researcher obtained the following information through questions related to curriculum development process:

### **(1) The role of the respondents (educators) in curriculum development**

Respondents presented different functions and roles they perform with regard to curriculum development and the following are some of them:

- To ensure that educators get all the information about the curriculum.
- To motivate and develop other educators.
- To restructure the old curriculum and align it with the new curriculum.
- To network with stakeholders.
- To empower other educators.
- Initiating and supervising the Notional Time Committee.
- Being part of the planning, implementing, monitoring and evaluating team.
- Consulting more resources.
- To develop learners' material.
- Communicating with the outside world where learners can get knowledge.
- To align the new curriculum with the interests of learners.
- To work as an agent of change at the school.
- To coordinate curriculum development activities.

It should be pointed out that most of the respondents are curriculum coordinators in their respective schools. The above-mentioned roles and functions are basically ideal at a school that wants to be successful in the implementation of OBE policy.

### **(2) Success of educators in their roles**

<b>Roles</b>	<b>Frequency</b>	<b>Percentage</b>
Successful	188	94%
Unsuccessful	12	6%
TOTAL	200	100%

**Table 4.27. Frequency distribution according to the success of educators in their roles**

94% of the respondents indicated that they are successful in their roles in curriculum development and 6% indicated that they are not successful. Those who are not successful provided the following reasons:

- Lack of cooperation from parents.
- Poor management of schools.
- No stability in the whole of the teaching profession.
- Lack of resources.
- Lack of support from other educators.

The curriculum development process can only be successful if educators fully participate in it and are entrusted with ownership. This therefore suggests that there should be a healthy relationship between the state and educators so that educators will feel that they are part of the process.

### **(3) Suggestions for further curriculum improvement**

The following are some of the suggestions made by the respondents in further curriculum improvement:

- Formation of subject committees.
- More encouragement to educators.
- Regular workshops on curriculum development, especially at micro-planning level.
- Relevant resources should be provided.
- SMTs should be workshopped to be receptive to changes.
- Computer literacy should be upgraded among both educators and learners.

#### (4) Rating of the school as effective

Effectiveness	Frequency	Percentage
Yes	137	68,5%
NO	63	31,5%
TOTAL	200	100%

**Table 4.28. Frequency distribution according to effectiveness of the schools**

A greater percentage of the respondents (68,5%) see their schools as effective schools and only (31,5%) believe that their schools are not effective. School effectiveness involves a commitment to continuous development and improvement and a constant striving for small but significant improvements in a process involving everyone in the school (*cf.*2.6.4.5a.).

#### (5) Reasons for schools' effectiveness

Respondents were also asked to provide reasons why they thought their schools are or are not effective. Those who indicated that their schools are effective (68,5%) provided the following reasons:

- Learners can learn on their own.
- They do well when they are admitted to multi-racial schools.
- They are coping well with new curriculum changes.
- They can compete with the others from other schools.
- The pass rate of learners is higher than in the previous years.
- The school participates in all activities and competitions.

Those who indicated that their schools are not effective (31,5%) provided the following reasons:

- Lack of adequate facilities.
- The SMTs lack management skills.
- There is a decline in morals among educators and learners.
- Some educators do not have adequate teaching skills.

- Some educators are demotivated and lack confidence.
- Lack of cooperation between the school and parents.

#### **(6) Training of educators**

<b>Training</b>	<b>Frequency</b>	<b>Percentage</b>
New educators	3	1,5%
Existing educators	197	98,5%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4.29. Frequency distribution according to the training of educators**

When asked whether new or existing educators should be trained or retrained to implement OBE policy, 98,5% of respondents indicated that existing educators should be retrained and only 1,5% indicated that new educators should be trained. The issue of training became contentious when Jansen (1998:321) criticized OBE policy by saying that it can only be successful if schools can be closed for a year and all the educators go back to the colleges of education or new educators be trained specifically for implementation of OBE policy. It seems most educators have taken a stand in response to that (See Table 4.29.) and believe that existing educator cadre can still be retrained.

#### **(7) Reasons for retraining existing educators**

Respondents had to give reasons why they think existing educators should be retrained and the following are some reasons that came up:

- It will be easier for them to remember and correct the mistakes of the past.
- Their obsolete qualifications need to be upgraded.
- They are more dedicated and loyal to the profession than the new ones.
- They can improve on what they already have.
- It will save their jobs since none will be redundant.

The following are some of the reasons provided by those who indicated that new educators should be trained:

- They will be specially trained and will be experts in OBE policy.
- Existing educators resist change. More educators are becoming demotivated and demoralized.

The importance of educator development will always be realized when educators are involved in actual teaching. Educators are educated by the job itself, by their interaction with the learners and other educators, and by the social system within which the school finds itself (*cf.* 2.6.4.2.f.). This is also affirmed by Schubert (1997:120) that in-service education and professional development can yield greater curriculum improvement. This therefore emphasizes that fact that the present cadre of educators needs to be retrained to implement OBE policy because they are more resourceful than new educators.

#### **(8) Availability of materials**

<b>Availability of material</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	2	1%
No	198	99%
TOTAL	200	100%

**Table 4.30. Frequency distribution according to the availability of material**

99% of the respondents indicated that their schools do not have teaching and learning resource materials and 1% indicated that to a certain extent, their schools do provide materials but are not adequate for effective teaching.

#### **(9) Suggested resource materials**

The following is a list of materials suggested by the respondents and needed by the schools for effective implementation of OBE policy:

- New textbooks and stationery;



- Technological equipment;
- Televisions or televideos;
- Photocopiers, computers and overhead projectors; and
- Resource files.

It is true that teaching and learning materials are often seen as a means to curriculum development. However, Schubert (1997:103) warns educators against using materials to “teacher-proof” the curriculum. In other words educators should still be trusted with their creativity and innovativeness despite the fact that there are no materials. OBE policy does emphasize that any object can be used as a teaching and learning material. This however does not exonerate the government from providing adequate teaching and learning material to schools.

#### **(10) Macro-planning**

<b>Macro-planning</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	150	75%
No	50	25%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4.31. Frequency distribution according to macro-planning**

75% of the respondents indicated that macro-planning did take place at their school and only 25% indicated that it did not take place. Macro-planning becomes very important because it is a year plan of all activities that will be done throughout the year and it involves all stakeholders who have an interest in education including learners’ parents. The fact that 25% indicated that macro-planning was not done raises concern because there is no way that the implementation of OBE policy can be effective without it.

### (11) Involvement of parents in the implementation of OBE policy

Involvement of parents	Frequency	Percentage
Yes	101	50,5%
No	99	49,5%
TOTAL	200	100%

**Table 4.32. Frequency distribution according to involvement of parents**

When asked whether parents are involved in the implementation of OBE policy, 50,5% of the respondents indicated that they are involved and 49,5% indicated that they are not involved. The main reason why parents are not involved is that they are illiterate and they do not know what is expected of them. This therefore indicates that the government should make sure that literacy levels of illiterate people are raised so that progress in other policies is not hampered. This accentuates Mazmanian and Sabatier's (1983:41) assertion that progress in policy implementation should not be undermined by conflicts where policies are disintegrated and cannot complement each other.

### (12) Suggestions for the involvement of parents

Respondents were also asked to suggest ways in which parents can be involved in the implementation of OBE policy and the following suggestions were made:

- Parents meetings should be organized and parents must be involved in the planning for the whole school.
- They should also be invited to school and be workshopped on OBE policy.
- They should be given roles to play and be supported to succeed in their roles.
- They should be allowed to do school visits to monitor the implementation of OBE policy.
- Those who have special skills like doctors, nurses, educators, etc. should be highly involved to help the school in all respects.

### **(13) Involvement of educators in community projects**

<b>Involvement of educators</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	100	50%
No	100	50%
TOTAL	200	100%

**Table 4.33. Frequency distribution according to the involvement of educators in community projects**

50% of the respondents indicated that educators are involved in community projects and the other 50% indicated the opposite. This raises some concerns because if educators are not fully involved in supporting communities, it will be difficult to get support from the community. An area of concern is mostly on the low levels of literacy which impacts negatively on the involvement of parents in schoolwork. If educators can help communities on, for example, ABET programmes, it can help a great deal.

### **(14) Suggestions for the involvement of educators in community development projects**

Respondents were asked to provide suggestions with regard to the involvement of educators in community development projects and the following are some suggestions that came up:

- Educators should open adult centres.
- They should help parents in Agriculture projects.
- They should encourage self-help projects.
- They should always communicate with them to find out what their problems are.

If educators can be committed and really honour these suggestions, dissatisfaction about the involvement of parents in schoolwork may be averted.

### **(15) Success of the school in the implementation of OBE policy**

<b>Success of the school</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	124	62%
Not sure	2	1%
No	74	37%
TOTAL	200	100%

**Table 4.34. Frequency distribution according to the success in the implementation of OBE policy**

Respondents were also asked to indicate whether their schools are successful or not in the implementation of OBE policy. 62% indicated that their schools are successful, 37% indicated that they are not and 1% indicated that they are not sure yet. Although there is some degree of success in the implementation there is still some concern that not all schools are successful. Those who indicated uncertainty mentioned that it is still too early to measure success.

### **(16) Problems that prevent effective implementation of OBE policy**

There are many problems that came up as impacting negatively on the implementation of OBE policy. Because there were so many only those that were common will be recorded in the following according to averages:

- Lack of adequate resources (41%) (82).
- Overcrowding in classrooms (17%) (34).
- Lack of motivation and skills among educators (13%) (26).
- Inadequacy of trained educators on OBE policy (10,5%) (21).
- Conflicting information from OBE policy workshops (10%) (20).
- Shortage of educators (8,5%) (17).

Lack of resources has always been identified as the main problem in the implementation of OBE policy (41%). This necessitates a mammoth task awaiting the government to ensure

that all schools are upgraded to the same level in terms of resources. Problems of lack of resources and inadequately trained educators were also identified by Jansen (1998:321) in his criticism of OBE policy. Similar sentiments were echoed in the Sunday Times (July 15, 2001) where it was pointed out that educators did not receive enough training and that OBE policy requires individual treatment of learners which is impossible to implement in overcrowded classrooms.

**(17) Frequency of educators' attendance of workshops**

<b>Attendance of OBE workshops</b>	<b>Frequency</b>	<b>Percentage</b>
Once a year	107	53,5%
Twice a year	72	36%
Thrice a year	21	10,5%
<b>TOTAL</b>	<b>200</b>	<b>100%</b>

**Table 4.35. Frequency distribution according to the attendance of OBE policy workshops**

A greater percentage (53,5%) indicated that educators attend OBE policy workshops once a year, 36% indicated that educators attend OBE policy workshops twice a year and only 10,5% indicated that educators attend OBE policy workshops three times a year. The normal average attendance of OBE policy workshop by one educator is twice a year including follow-up workshops. There are educators or schools that may have more than two chances of attending OBE workshops. However, schools have been advised by the departmental officials to form clusters and have regular workshops on OBE policy which will be determined by their needs.

### **(18) OBE policy workshops at school level**

<b>Workshops at school level</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	139	69,5%
No	61	30,5%
TOTAL	200	100%

**Table 4.36. Frequency distribution according to OBE workshops at school level**

When respondents were asked whether their schools give a chance to educators to workshop others at school level, 69,5% agreed and 30,5% disagreed. The normal procedure is that when educators have received training or workshops on OBE policy they must thereafter workshop others in their respective schools (cascade model). For some reasons this did not take place.

### **(19) Reasons for failure to conduct OBE policy workshops at school level**

Respondents were asked to provide reasons why their schools failed to conduct workshops at school level. They provided the following reasons:

- Insufficient time;
- Lack of a platform;
- Some SMT members are not cooperative; and
- Some educators who had received training are not confident.

This is an indication that many schools have a problem with planning because if they had done so it would have been very easy to find time to conduct OBE policy workshops. Facilitators have a lot of work to do in ensuring that every educator who is sent to attend the OBE policy workshop gets a chance to workshop others at school level.

## (20) Meeting of educators' expectations

Meeting of expectations	Frequency	Percentage
Yes	113	56,5%
No	87	43,5%
Total	200	100%

**Table 4.37. Frequency distribution according to OBE policy workshops meeting educators' expectations**

When respondents were asked whether educators' expectations are met on the OBE policy workshops, 56,5% maintained that the expectations are met and 43,5% indicated that they are not met. Inability to meet educators' expectations may not necessarily result in failure of OBE policy implementation but may have indirect impact on implementation. In every OBE policy workshop educators are asked to list their expectations before the workshop begins and these expectations are reviewed at the end of the workshop. Most of the educators do feel that their expectations are met during the review but when they have to implement OBE policy practically it becomes a problem.

## (21) Suggestions to facilitators in OBE policy

Respondents suggested the following to facilitators to make OBE policy accessible to educators:

- Facilitators should conduct more workshops.
- They should be practical in their approach.
- They must be friendly and sociable.
- They must be fully prepared and have confidence.
- They should not organize workshops during teaching time because it disrupts teaching and learning programmes.
- They should assist educators with follow-up workshops.
- They should use videos of successful implementation in their workshops.
- They must consult with educators before they do their preparations for workshops.

The manner in which OBE policy workshops have been conducted follows a cascade model. This model spells out that information is passed on from one person to the other through training. However, there is no prescription with regard to the approach or manner of presentation. Facilitation is also one area that has received criticism. The Sunday Times of July 15, 2001 indicated that training has been done too late or too early and often conducted like a crash course over three to five days and that trainers (facilitators) often do not know enough about OBE policy to provide practical examples of how this system is supposed to function.

**(22) Views on educators signing contracts**

<b>Views</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	150	75%
No	50	25%
TOTAL	200	100%

**Table 4.38. Frequency distribution according to the views on educators signing contracts**

A greater percentage (75%) believed that educators should be made to sign teaching contracts and only (25%) believed that there is no need for educators to sign teaching contracts. Those who felt that educators should sign teaching contracts provided the following reasons:

- Teaching will improve.
- Educators can be more motivated.
- They can teach with confidence.
- They will be committed to do their best.
- Learners' results will improve.

Those who felt that educators should not sign teaching contracts provided the following reasons:



- It will deprive educators of their benefits.
- It will mean every educator will be temporarily employed.
- It will cause a feeling of job insecurity which may result in low productivity.
- It gives the employer power over educators and may result to manipulation.

The feeling is that educators may teach better if they can sign teaching contracts. A word of caution though is given by Schubert (1997:123) stating that to make a teacher sign a contract defending his or her personal growth proposal is itself an unprofessional act. There is no amount of coercive requirements that will make teachers perform with personal responsibility and they may sign contracts but the genuine interest may not be there.

Curriculum development as a process needs effective management which will enable successful implementation of an education policy. Management of OBE policy, therefore, becomes part of the curriculum development process. It was therefore necessary that respondents' views on the management of OBE policy be discussed to find out their level of understanding thereof.

## **E. MANAGEMENT OF OBE POLICY**

The researcher obtained the following information through questions related to management of OBE policy:

### **(1) Leadership qualities expected from SMTs**

Respondents were also asked to indicate the kind of qualities they expect from their SMTs to enable them to implement OBE policy successfully. There were many responses that came up but the following were most frequent:

- SMTs must be clear in OBE policy, love it and practise it (12%) (24).
- They should involve all stakeholders in planning (11,5%) (23).
- They should practise participative decision-making skills (11,5%) (23).
- They must be consulting, involving and resourceful (11%) (22).
- They must have adequate implementation skills, be helpful to educators and be reliable (10%) (20).

- They should not resist change (8,5%) (17).
- They should be able to accept constructive criticism (6,5%) (13).
- They must promote effective communication and teamwork (6%) (12).
- They must be initiating and highly motivating (5,5%) (11).
- They should strive for the development of the curriculum (5%) (10).
- They should be of service to educators (4,5%) (9).
- They must have research skills (4%) (8).
- They should know how to hold meetings (2%) (4).
- They must have problem-solving skills (1%) (2).
- They must have organizational skills (1%) (2).

The list of the expected qualities is endless, however, there are some that are more important than others, especially when it comes to the implementation of OBE policy. For example every member of the SMT needs to know OBE policy so as to be able to manage the implementation thereof.

## **(2) Opinions on effective decision-making**

Respondents were also asked to present their opinions on effective decision-making. The following responses came up according to the manner of their importance to the respondents:

- It should involve all stakeholders (28,5%) (57).
- It should be proactive rather than reactive (19,5%) (39).
- It can result in harmonious relationship among educators (19) (38).
- It can improve the quality of production (17,5%) (35).
- It should be a quality that is practiced in education (15,5%) (31).

The point of involvement, which is related to consultation, has emerged frequently in this research. This therefore shows how important involvement of all stakeholders is to enable effective implementation of OBE policy.

### **(3) Improvement on decision-making**

When respondents were asked to suggest ways in which SMTs could improve on decision-making, the following suggestions came up:

- They must consult staff and not decide unilaterally (20,5%) (41).
- They must share ideas and network with other organizations (19%) (38).
- They should promote teamwork (18,5%) (37).
- They should be workshopped on the concept of OBE policy (18%) (36).
- They should be firm and consistent on decisions taken (15%) (30).
- They should empower everyone to participate in decision-making effectively (9%) (18).

Decision-making has always been a very important aspect of curriculum implementation and without it implementation can be ineffective. It is important that SMTs should make sure that the concept is practiced fairly for the benefit of effective implementation of OBE policy.

### **(4) The role players in OBE policy implementation**

Respondents were asked to indicate who they think the role players in the implementation of OBE policy are and the following responses came up:

- Educators (26,5%) (53).
- Parents (17,5%) (35).
- Learners (17%) (34).
- Officials (13,5%) (27).
- Local authorities (10%) (20).
- NGOs (8%) (16).
- Churches (7,5%) (15).

It may be unfair to isolate one role player in the implementation of OBE policy as more important than others especially because role players have to act as a collective for successful implementation of the curriculum. However, educators (26,5%) will always play the most prominent role in the implementation and they are in fact the ones who

should drive the implementation process. The importance of the role of educators is also accentuated by Kelly (1999:56) who believes that educators should be given greater freedom of participation because they have a clear understanding of the curriculum that influences their learners.

#### **(5) Roles of the players or stakeholders in OBE policy implementation**

The following are the roles identified by the respondents for the role players they indicated above:

- Educators should plan and facilitate the learning process at school level.
- Parents should help and motivate their children to learn.
- Learners should take an active part in their learning.
- Officials must give support and organize more workshops for educators.
- Local authorities should support schools with resources.
- NGOs should provide resources and help in workshops.
- Churches must help schools by inculcating moral values that are part of OBE policy.

It should be again emphasized that these roles cannot be effective if done in isolation. It therefore calls for a commitment from all role players to work together as a team to enable successful implementation of OBE policy.

#### **(6) Empowerment of communities by management**

Respondents were asked to suggest ways in which the SMTs could help empower communities to participate effectively in the implementation of OBE policy. The following suggestions according to the order of their importance were given:

- The SMTs should facilitate community workshops on the new curriculum (19,5%) (39).
- Communities should be involved in planning to cater for their needs (19%) (38).
- They should be involved in decision-making (14%) (28).
- They should be given consistent feedback on what is happening at the school (13,5%) (27).

- The SMTs should also involve themselves in community projects (12%) (24).
- Learners' parents should be invited to monthly meetings and also attend to daily problems at the school (8,5%) (17).
- They should be given some responsibilities to fulfill (7,5%) (15).
- The SMTs must provide incentives to parents for their involvement (6%) (12).

One important aspect that was neglected in the implementation of OBE policy is provision for workshops for parents. It should be pointed out that the workshops that take place at school level are for SGBs which is just 1% (representatives) of the parents. This will not in any way help parents understand OBE policy and their roles in its effective implementation. There should be massive workshopping of parents by departmental officials.

#### **(7) Envisaged improvements on educators**

When respondents were asked to suggest how educators could be helped to enable successful implementation of OBE policy the following responses came up:

- More workshops should be organized for them (20%) (40).
- Support workshops should be organized to assist them (19,5%) (39).
- They should be allocated resources and adequate teaching material (18%) (36).
- They should be given more power in the classroom (17,5%) (35).
- They should be provided with more information on new developments in education (16%) (32).
- They should be made to understand their learners better (9%) (18).

The importance of workshops cannot be overemphasized as the responses indicate (20%). It will be remembered that the educator who is fully supported and has his or her proposals approved in curriculum implementation may cultivate more powerful group support within or outside the school (*cf.* 2.6.4.2.)

### **(8) Suggestions for sharing of responsibilities**

Respondents were asked to suggest ways for sharing responsibilities. The following responses were put forth:

- Responsibilities can be downloaded to individuals through effective delegation so that each one is aware of the role to play (22,5%) (45).
- Sharing of ideas should be encouraged (22%) (44).
- Educators should know that their presence is appreciated (20%) (40).
- Teamwork and job rotation should be encouraged (18,5%) (37).
- Educators should be made aware that they are responsible for and accountable for what they do (17%) (34).

Delegation (22,5%) as the responses suggest, plays a significant role in the sharing of responsibilities. It empowers the participants who then feel that their presence is appreciated. If a culture of teamwork and brainstorming has been developed at the school, it is likely that the imagination and creativity of people will be much greater (*cf.* 2.6.4.2).

### **(9) Development of educators' expertise**

When respondents were asked to suggest ways in which educators' expertise in OBE policy could be developed the following responses came up:

- Educators should develop positive attitudes towards OBE policy (30%) (60).
- They should attend more workshops (21,5%) (43).
- Team-teaching and exchanges with other schools should be encouraged (18%) (36).
- They should be trained to develop other staff members (16,5%) (33).
- Their weaknesses and strengths should be found out and improvements thereon should be made (14%) (28).

Schools must create processes and structures that develop expertise and this can be best done through staff development (*cf.* 2.6.4.2.). All of the above-mentioned responses relate to staff development. It is important that educators should first develop a positive attitude, as the responses suggest 30%, so that all the processes to follow thereafter will be seen in a positive light.

### **(10) Effective schools**

Respondents were asked to suggest ways in which more effective schools could help those that are less effective. The following are some of the responses that came up:

- Effective educators should visit less effective schools (educator exchange).
- Schools should form discussion groups or clusters to share ideas.
- Networking and exchange of ideas should be encouraged.
- Workshops should be run as a cluster.
- They should conduct analyses of strengths, weaknesses, opportunities and threats (SWOT) together.

In recent years, emphasis has been placed on effectiveness of schools as learning organizations. This involves a commitment to continuous development and improvement and a constant striving for small but significant improvements in a process involving everyone in the school (*cf.* 2.6.4.5.a.). The indication here is that educators are aware that effective schools can help them change their own schools to be effective as well, but they are not given a chance to do so.

### **(11) OBE curriculum supervision**

Respondents were asked to indicate the kind of OBE curriculum supervision they would like to have at their schools. A number of responses were made but the following were identified as prominent ones:

- Follow up workshops should be done (29%) (58).
- SMTs should form appraisal structures (22%) (44).
- Openness and transparency in problematic areas should be maintained (18,5%) (37).
- Heads of Departments (HODs) should be empowered to supervise the curriculum (16%) (32).
- Experts in OBE policy should be invited to give support to the schools (14,5%) (29).

Educators are aware that they cannot be successful in curriculum supervision without the help of the other stakeholders, for example, the departmental officials. This is the reason why follow up workshops (29%) have featured prominently in their responses.

Although the views presented by the respondents so far indicate a fair amount of understanding of public policy in general and OBE policy in particular, the researcher saw it important to look at their holistic understanding of OBE policy. The following is a discussion of their overall views on OBE policy:

#### **4.5.4. OVERALL VIEWS ON OBE POLICY**

The following is presentation, analysis and discussion of responses to questions related to the overall views on OBE policy:

##### **a) The overall strengths of OBE policy**

Respondents were asked to indicate what they think the strengths of OBE policy are and the following are some of the responses that were given:

- OBE curriculum encourages group work.
- Learners are allowed to work according to their abilities.
- OBE curriculum allows development of different skills among learners.
- There is better communication between learners and educators.
- It results in independent and self-motivated learners.
- It makes learning more meaningful.
- It creates a platform for the involvement of all stakeholders.
- It gives room to learner creativity and independent thinking.
- It is a good tool to evaluate learners' abilities and skills.

From an examination of the above-mentioned strengths it becomes easy to understand that OBE policy is a good system of education. If it can be successfully implemented it can develop learners holistically.



### **b) Overall weaknesses of OBE policy**

Respondents were also asked to indicate the overall weaknesses of OBE policy and the following are some of the responses that came up:

- It is not easy to implement without resources or with inadequate resources.
- There is lack of follow-up workshops.
- There is no uniformity in its implementation.
- It requires a lot of materials and schools are poor.
- The language that is used in documents is very difficult.
- It carries a “failed” stigma.
- There is no certainty as to what will happen next.

A lot of criticism has been levelled against OBE policy and the most popular one comes from Jansen (1998:321) where he maintains that the language and terminology used in OBE policy are too difficult for under-resourced educators. This criticism is also substantiated by the Sunday Times (July 15, 2001) which maintains that OBE training was done as a crash course which indicates that it was not sufficient.

### **c) Suggestions for general improvement of OBE policy**

When respondents were asked to suggest ways for general improvement on OBE policy implementation they gave the following responses:

- All stakeholders should be involved in planning.
- Teamwork by all stakeholders should be encouraged.
- More workshops including follow-up workshops should be organized
- The Department of Education must supply more teaching and learning materials to schools.
- More involvement of communities must be encouraged.
- Uniformity in the implementation of OBE policy should be ensured.
- The National Government must increase the provincial education budget to cater for material and resources provision.

It looks like the most contentious issue in the implementation of OBE policy is provision of resources. This has come frequently in the responses and seems to be a great concern in many schools. Provision of resources is the responsibility of the government and schools cannot solve this problem on their own.

**d) Empowerment of educators, schools and SMTs as a collective to implement OBE policy effectively**

Respondents were asked to suggest ways in which educators, schools and SMTs could be empowered to implement OBE policy successfully. The following are some of the responses that were given:

- They should all work together as a team.
- They should integrate their strategic planning.
- All of them should get proper training in OBE policy.
- They should be given a chance to provide feedback on what is happening in their schools.
- They should be given on-going support.

**e) Overall implementation of OBE policy**

Overall implementation	Frequency	Percentage
Successful	80	40%
Uncertain	20	10%
Unsuccessful	100	50%
TOTAL	200	100%

**Table 4.39. Frequency distribution according to overall implementation of OBE policy**

The general impression obtained from the respondents indicates that so far the overall implementation of OBE policy has not been successful (50%), however, there are indications that in some schools it has been successful (40%). There are those who are still

uncertain (10%) about implementation. Those who believe that it is unsuccessful provided the following reasons:

- Some schools have not implemented it.
- There is very little or no follow up done.
- There is lack of workshops.
- There is lack of adequate resources.
- Many classrooms are overcrowded.
- Educators are generally frustrated by the whole concept, since their schools are not well-equipped to implement OBE policy effectively.
- Learners lack motivation and discipline.
- Training is not done thoroughly and in good time.

Those who believe that it is successful provided the following reasons:

- Learners can express themselves more freely.
- Talents are recognizable early in learners' lives.
- They acquire skills more rapidly.
- Learners can now communicate and are able to make meaning on what they come across.
- It is already implemented in most schools and educators and learners seem to be comfortable with it.

It should be pointed out that though some responses indicate that it is unsuccessful in some schools, it does not mean that educators in those schools have given up; they are still trying their best to implement it against all odds.

The researcher saw a need to validate the responses that were obtained through questionnaires by designing an interview schedule. Responses obtained through interviews will now be discussed.

#### 4.6. DESCRIPTIVE STATISTICAL ANALYSIS (INTERVIEW SCHEDULE-ANNEXURE B)

Interviews were conducted with sixty interviewees to validate information obtained through questionnaires. The following are the questions asked or used in the interviews and the responses provided:

##### a) Implementation of OBE policy in the school

Implementation	Frequency	Percentage
Yes	60	100%
No	00	0%
TOTAL	60	100%

**Table 4.40. Frequency distribution according to the implementation of OBE policy**

All respondents indicated that all schools (100%) have implemented OBE policy.

##### b) Success in the implementation of OBE policy

Success in implementation	Frequency	Percentage
Successful	36	60%
Unsuccessful	08	13,3%
Partly successful	16	26,7%
TOTAL	60	100%

**Table 4.41. Frequency distribution according to success in implementation**

When the respondents were asked whether their schools are successful or not in the implementation of OBE policy, 60% indicated that they are successful, 13,3% are unsuccessful and 26,7% are partly successful or not very successful. There was some kind of discrepancy with the responses obtained from the questionnaires which indicated that

50% of the school have not been successful. Interviewees might have been intimidated by the presence of the interviewer. The bottom line, however, is that there are some schools which are not successful in the implementation of OBE policy.

### **c) Problems impacting on implementation**

Interviewees were asked to mention those problems that impact negatively on the implementation of OBE policy. The following are some of the responses that came up:

- Only a few educators have been workshopped on OBE policy.
- Some educators still have a negative attitude towards OBE policy.
- Lack of follow-up workshops.
- Time-tabling is still a problem.
- Assessment is still problematic for most educators.
- Lack of teaching and learning material.
- Overcrowding in classrooms.

It seems there is a correlation between the responses obtained through the questionnaires and from interviews. Lack of resources is still prominent among responses in both the interview and the questionnaire responses. These responses also concur with the claims made in the Curriculum 2005 report (2000:24) (*cf.* 1.4.)

### **d) The strengths of OBE policy**

Interviewees were asked to identify the strengths of OBE policy and they provided the following:

- Learners like it because it allows them freedom.
- They are now more active in their learning.
- They can now express themselves better.
- It develops the skills of the learners.
- Group work is more enhanced.
- Learners are now aware of what they will be assessed on.
- They are more creative.

There is strong correlation with the responses obtained through questionnaires as almost all responses are identical.

#### **e) The weaknesses of OBE policy**

Interviewees were also asked on what they think the weaknesses of OBE policy are and the following were their responses:

- It assumes that all schools have adequate resources.
- It lacks contextualisation of material.
- Training in OBE policy was done hastily.
- There is no uniformity in implementation.
- There is a lot of paperwork.

Some of the responses obtained through questionnaires correlate with those obtained through interviews. It should, however, be said that there were responses that did not appear in the questionnaires, for example, contextualisation of material.

#### **f) Improvement of schools to implement OBE policy**

Interviewees were also asked to suggest how schools could be improved to implement OBE policy effectively and the following are some of the responses that came up:

- Regular workshops should be organized.
- Constant networking among schools should be encouraged.
- There should be continuous evaluation of the schools' effectiveness.
- SMTs must allow educators to attend OBE policy workshops.
- The material should be contextualised.
- Educators should be encouraged to work as a team.
- More educators should be employed by the department.
- More resources should be provided to schools.
- The learner-educator ratio should be reduced.

Similar suggestions came from the questionnaires. There is also great concern for the provision of resources.

### **g) How educators could be helped to implement OBE policy successfully**

When interviewees were asked to suggest how educators could be helped to implement OBE policy effectively the following responses were made:

- Educators should be exposed to practical workshops.
- They should be encouraged to network with successful schools.
- They should be provided with adequate resources.

These suggestions correlate with the ones that were given in the questionnaires.

### **h) How SMTs could be helped to implement OBE policy effectively**

In response to the question interviewees suggested the following:

- They should also attend OBE policy workshops.
- Internal and follow-up workshops should be organized.
- They should network with other schools.

There is definitely a need for the SMTs to attend OBE policy workshops as well so as to be up to date with the new developments in education. This concern also emerged in the questionnaires.

### **i) The role of parents in the implementation of OBE policy**

With regard to the role of parents in the implementation of OBE policy, interviewees suggested the following:

- They should represent the communities by making schools aware of the needs of the community.
- They should be involved in planning at macro-level.
- They should have regular meetings with the educators.
- They should motivate their children to learn.
- They should supervise learners' work.

There is no discrepancy with the responses from the questionnaires but one area of concern to interviewees is that most of the parents are illiterate and that impacts negatively on their involvement in the implementation of OBE policy.

#### **j) The role of the government in the implementation of OBE policy**

Interviewees were asked to suggest ways in which the government can help to ensure effective implementation of OBE. The following are some suggestions that were made:

- The government should provide resources.
- They should provide more facilities.
- They should provide more teaching and learning material.
- They should organize more workshops for educators.
- They should supply furniture to schools.
- They should build more classrooms.
- 66 outcomes are too much and should be reduced.
- Textbooks should be standardized.
- More educators should be employed.
- A special in-service training (for a year) should be re-instituted.
- The government should set up monitoring structures.

There were new responses that did come up here which were not part of the responses obtained through questionnaires. For example, some interviewees suggested that the government should arrange that educators should attend a special in-service training on OBE for the whole year. This relates to Jansen's (1998:300) view that schools should be closed for a year so that adequate training should be given to educators. Although this might be a good suggestion its feasibility might be a concern to educators at the moment because learners will not be learning for the whole year.

Most of the responses provided during the interview sessions correlate with those provided in the questionnaires. It can, therefore, be stated that responses obtained through the questionnaires were validated.



#### **4.7. CONCLUSION**

In this chapter, some arrangements provided by the respondents in the completion of questions in the questionnaire and responses to interviews were made. Some of the data gathered through the questionnaire was demographic in nature (Part I: Biographical information). This helped the researcher a great deal in constructing a broad profile of the sample population and how that influenced their understanding of OBE policy. Data to measure effectiveness in the implementation of OBE policy was yielded from questions about:

- a) Public policy in general.
- b) OBE Policy.

The measure of (a) above was drawn from the educators' responses to questions on policy and public policy and (b) above was drawn from the educators' responses to questions on the constitutional foundations of OBE policy, legislative foundations of OBE policy, institutional arrangements of OBE policy and the components of OBE policy. General findings from the data indicate that educators have average understanding of public policies and how they work. There is however an indication that the overall implementation of OBE policy has not been successful. This does not mean that educators have abandoned it; they are trying very hard to implement it with whatever little support they have at their schools.

#### **4.8. PROJECTION FOR THE NEXT CHAPTER**

The next chapter, which is chapter 5 deals with the summary of the findings, conclusions and recommendations. Findings that are discussed relate to policy and public policy; consultation in public policy-making; public policy implementation; monitoring and evaluation of public policies; approaches to OBE policy; its principles, assessment, curriculum development process and overall implementation. Recommendations are made to the government; the Department of Education in the KZN Province and schools.

## CHAPTER 5

### SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

#### 5.1. INTRODUCTION

The empirical investigation for this study primarily evaluated the OBE policy in public schools in the Empangeni Region. This chapter, therefore, provides the summary of the findings that emanated from the empirical investigation and the conclusions which were drawn from such findings. It is hoped that these findings will determine whether the implementation of OBE policy has been successful or not and highlight some reasons for its successes or failures. Finally, recommendations for effective implementation of OBE policy in public schools will be made. A recommended model of implementation is part of the recommendations. Suggestions on possible future research and the final and concluding remarks will be made. Discussion on reflections on learning in the whole research process is also done.

#### 5.2. SUMMARY OF FINDINGS AND CONCLUSIONS

The following is a summary of the general findings and conclusions of the empirical investigation:

##### 5.2.1. FINDINGS RELATING TO POLICY AND PUBLIC POLICY

The following are the findings of the investigation relating to policy and public policy:

**a) Some policies, especially education policies, do not address the values of the South African society.**

Findings from the empirical investigation indicate that some policies do not address the values of the South African society. Table 4.7. reflects that 57,5% of the respondents indicated that some policies do not address the values of the South African society and 42,5% maintained that policies do address the values of the South African society. The findings, therefore, necessitate a review of policies by the government to ensure that they address the values of the society.

## **5.2.2. FINDINGS RELATING TO CONSULTATION IN PUBLIC POLICY-MAKING**

The following are the findings relating to consultation in public policy-making process:

### **a) Very little consultation was done before the implementation of education policies.**

Findings from the empirical investigation indicate that there was very little consultation before education policies were implemented. Table 4.9. indicates that 66,5% of the educators indicated that consultation was not done and only 33,5% indicated that it was done. What this implies is that intensive consultation of all relevant stakeholders in the implementation process should be done before policies are implemented. When people are consulted they feel part of the process and support it.

### **b) There is lack of involvement of all stakeholders in the education policy process.**

The fact that there was lack of consultation before implementation of policies further suggests that not all stakeholders were involved in the education policy process. Table 4.10. indicates that 60,5% of the respondents believed that not all stakeholders were involved in the education policy process whereas 39,5% believed they were all involved. To ensure maximum participation by all stakeholders from the beginning the government must make sure that all of them are involved in the policy process so as to support it.

### **c) Some political parties did not support new education policies.**

From the findings of the empirical investigation it becomes clear that some political parties did not accept the new education policies. Table 4.11. indicates that 60,5% of the respondents believe that there are some political parties like the IFP and NNP which did not accept the new education policies. The government has a responsibility to teach people that once policies have been promulgated in parliament nobody has a right to stop implementation thereof, if they are not satisfied with the policies they should follow the necessary channels rather than sabotaging them.

### **5.2.3. FINDINGS RELATING TO PUBLIC POLICY IMPLEMENTATION**

The following are the findings relating to public policy implementation:

#### **a) Implementers have not been successful in implementing education policies.**

The empirical investigation has found out that implementers have not been successful in implementing education policies. Table 4.13. shows that 50,5% of the respondents felt that the implementers of education policies have not been successful in their job. This indicated the need for the government to look at the capacity of the implementers and whether the environment is favourable for them to implement education policies successfully.

### **5.2.4. FINDINGS RELATING TO THE MONITORING AND EVALUATION OF PUBLIC POLICIES**

The following are the findings relating to the monitoring and evaluation of public policies:

#### **a) There is lack of monitoring of education policies.**

Findings of the empirical investigation indicate that education policies are not monitored. Table 4.14. indicates that 50,5% of the educators felt that monitoring of policy implementation is not done. This poses a challenge to government officials to make sure that whenever there is any policy that is put in place monitoring structures are also set up.

#### **b) Evaluation of policies is not done at the right time.**

The empirical investigation did find out that evaluation of policies is not done at the right time as most policies, especially education policies, are evaluated some time after implementation. Table 4.15. indicates that most of the educators felt that policy evaluation should be done during implementation. This may help a great deal because problems may be identified and corrected right away. This is an indication to the government that the policy evaluation procedures, more especially time for the evaluation of policies, should be changed.

### **5.2.5. FINDINGS RELATING TO APPROACHES TO OBE POLICY**

The following are the findings relating to approaches to OBE policy:

#### **a) Some educators are still using aspects of the previous curriculum.**

Findings of the empirical investigation suggest that there are some educators who are still using methods or aspects that were used in the previous defunct curriculum. When respondents were asked to identify those aspects that are still in use, 28,5% identified teacher-centred methods as the most frequently used methods of the previous curriculum. The main reason for persisting with such methods is that classrooms are overcrowded and there is no time for individual attention as envisaged by OBE policy. Solutions to these problems can only be provided by the government for this implies that more educators should be employed and more classrooms should be built.

### **5.2.6. FINDINGS RELATING TO THE PRINCIPLES OF OBE**

The following are the findings relating to the principles of OBE policy:

#### **a) Some educators are not very successful in promoting learner-centredness in their classrooms.**

Findings of the empirical investigation also indicate that some educators find it very difficult to promote learner-centredness or attend to individual learners in their overcrowded classrooms. Table 4.23. shows that 50% of the educators do not promote learner-centredness in their schools. This is not because they do not want to, but are forced by circumstances. Their classrooms are overcrowded and they are overloaded with a lot of work. This is another indication that the government has a lot of work to do in terms of provision of more staff and facilities to ensure successful implementation of OBE policy.

### **5.2.7. FINDINGS RELATING TO ASSESSMENT IN OBE POLICY**

The following are the findings relating to assessment in OBE policy:

#### **a) Some educators still have problems with assessment in OBE policy**

Although a greater percentage of the respondents (64,5%) indicated that they are successful in implementing assessment in OBE policy in their classrooms, the large percentage, (35%), of those who are not successful raises some concerns because assessment is the core of OBE policy. In other words, success in the whole implementation of OBE policy will be determined by the extent to which assessment (continuous) has been done in the classroom because there is no way in which one can measure the results of implementation without having done assessment. The departmental officials should, therefore, look at this aspect which is still problematic for some educators and see if there are no effective strategies to deal with it in a manner that will make it more understandable to educators.

### **5.2.8. FINDINGS RELATING TO CURRICULUM DEVELOPMENT PROCESS**

The following are the findings relating to the curriculum development process:

#### **a) Some schools are not effective in their teaching in general**

Findings of the empirical investigation indicate that although many schools are regarded as effective schools (68,5%), there are some that are not effective at all (31,5%) (Table 4.28.). This is one other source of concern because at this time of democracy no school should be ineffective given better or improved communication and opportunities that will help schools get help to become more effective in their roles. It is not easy to apportion blame on one person for ineffectiveness of these schools. However, one important response that came up as the main reason for ineffectiveness is lack of resources. If that is the case, the government has a vital role to play in ensuring that schools are provided with adequate resources.

**b) Schools lack material that will enable them to implement OBE policy effectively.**

Findings of the empirical investigation suggest that almost all schools are short of material that will help them implement OBE policy effectively. Table 4.30. shows that 99% of the respondents indicated that their schools do not have teaching and learning resource materials. This accentuates the findings by the Curriculum 2005 Report (2000:24) that support to educators in classrooms is hampered by lack of resources or material for supporting Curriculum 2005. Provision of material to schools is the responsibility of the Provincial Department of Education.

**c) Most of the schools did not do macro-planning.**

There is an indication from the findings of the empirical investigation that most schools did not do macro-planning which is the kind of planning done by all stakeholders for the following year. Table 4.31. shows that 75% of the respondents indicated that macro-planning did not take place in their schools. Macro-planning forms the basis of all other planning that will outline what the school will be doing for the following year. It is the responsibility of the SMTs to ensure that macro-planning does take place in their respective schools.

**d) Some learners' parents are not involved in the implementation of OBE policy.**

Findings of the empirical investigation also indicate that in some schools parents are not involved in the learning process of their learners especially in the implementation of OBE policy. Table 4.32. shows that 49,5% of the respondents feel that parents are not involved in the implementation of OBE policy. Lack of the involvement of parents raises concerns because their involvement plays a very crucial role in the success of the implementation of OBE. The main reason provided for their lack of involvement is that most of them are illiterate. This poses a challenge to the government to address the problem of illiteracy of parents of learners.

**e) Some educators are not involved in community projects**

The empirical investigation also showed that some educators do not want to involve themselves in community development projects. Table 4.33. shows that 50% of the respondents indicated that educators are not involved in community development projects. It is believed that there should be a reciprocal relationship between the school and the community and one way to enhance that relationship is to develop communities. If communities are developed by educators they in turn help the schools.

**f) There is lack of OBE policy workshops for educators**

Findings of the empirical investigation suggest that there is lack of OBE policy workshops for educators. Table 4.35. indicates that 53,5% of the educators attend OBE policy workshops only once a year which is not enough because there is no enough time to give adequate explanation to educators in these workshops. Departmental officials have a responsibility to make sure that educators get enough information and support that will help them implement OBE policy effectively.

**g) Some educators do not conduct OBE policy workshops in their schools after receiving OBE policy training.**

Although many educators do workshop others at school level after receiving training in OBE policy (69,5%), the findings of the empirical investigation show that other educators do not conduct these important workshops. Table 4.36. shows that 30,5% of the educators do not get a chance to conduct these workshops at school level. This is mostly attributed to lack of time and support from the school SMTs. It should be pointed out though that it is a must for whoever has attended a workshop that he or she must workshop others at school level and SMTs must ensure that this happens.



## **5.2.9. FINDINGS RELATING TO OVERALL IMPLEMENTATION OF OBE POLICY**

The following are the findings relating to overall implementation of OBE policy:

### **a) The overall implementation of OBE policy has not been successful.**

Findings of the empirical investigation suggest that the overall impression about OBE policy is that it has not been implemented successfully. Table 4.39. shows that 50% of the respondents indicated that overall OBE policy implementation has not been successful so far, 40% believe that it has been successful and 10% were uncertain at the time. The two main reasons why it has not been successful according to the respondents are lack of resources and lack of workshops. The KZN Provincial Department of Education and its officials should make sure that schools are supplied with adequate resources and more workshops are organized for educators.

## **5.3. RECOMMENDATIONS**

The findings which have indicated that the overall implementation of the OBE policy in public schools in the Empangeni Region has not been successful necessitated the following recommendations:

### **5.3.1. RECOMMENDATIONS TO THE GOVERNMENT**

The following are the recommendations directed to the government to enable successful implementation of OBE policy in public schools.

#### **5.3.1.1. The government must consult intensively consultation with all relevant stakeholders before policies are implemented to ensure that those policies address the values of the society.**

As indicated in many areas of this research (*cf.* 2.6.4.2; Table 4.7; Table 4.8; and Table 4.9.) there is great concern by many respondents with regard to consultation. The feeling is that consultation was not enough for it neither included all the necessary stakeholders nor

took place at the right time. It is therefore recommended that in any policy-making process the government should make sure that sufficient consultation takes place so that communities will own the process and make positive contributions towards the success of the whole process.

**5.3.1.2. The government must ensure that all political parties support policies before they are implemented.**

As indicated in Table 4.11. there are opposition parties that did not support the new education policies because they were initiated by the ANC-led government. This kind of resistance is a sign of disrespect of the national government and can impact negatively on the implementation of policies. The government should, therefore, make sure that all political parties are brought on board, are clear and support policies that are to be implemented.

**5.3.1.3. The government must ensure that all stakeholders are fully empowered to implement policies.**

Table 4.13. indicates that the implementation of education policies has not been successful. One reason, among many that were cited by the respondents, is that stakeholders were not fully empowered to implement policies. There was great concern from educators that they feel they were left out in important aspects of the implementation process like consultation and were then expected to do the implementation. The government should, therefore, make sure that all stakeholders, especially educators, are fully empowered to implement education policies.

**5.3.1.4. The government must ensure that all stakeholders are fully involved in policy evaluation**

Respondents did identify the stakeholders who should be involved in policy evaluation and they also indicated that educators (29%) should play an important role in the evaluation of

education policies (*cf.* question 4.C.1). Educators were identified to be potential evaluators because they are the ones who are fully involved in the teaching and learning process and are clear about problems relating to education because they are involved in the process almost on a daily basis. The government should, therefore, make sure that all stakeholders, especially educators, are involved as evaluators in the education policy evaluation process.

#### **5.3.1.5. The government must set up structures that will monitor the implementation of various policies.**

As Table 4.15. suggests there is lack of monitoring of government policies. Therefore, there is a dire need for the government to ensure that monitoring is done because without it implementation cannot be successful. Monitoring helps in identifying problems in time. The government should, therefore, set up policy monitoring structures in all provinces which will include representatives of educators.

#### **5.3.1.6. The government must ensure that there is ongoing evaluation of policies.**

As Table 4.15. suggests, the feeling by most educators (40,5%) is that evaluation of policies should be done during the implementation of policies rather than after the process of implementation which is usually the case with many government policies. Ongoing evaluation will help in that problems can be identified early and remedies can be provided on the spot without unnecessary wastage of money and time. This therefore suggests that the government must ensure that ongoing evaluation of policies does take place when policies are implemented.

### **5.3.2. RECOMMENDATIONS TO THE EDUCATION DEPARTMENT IN THE KZN PROVINCE**

The following are the recommendations directed to the KZN Provincial Department of Education to enable the successful implementation of OBE policy in the province:

### **5.3.2.1. The KZN Provincial Department of Education must organize and conduct more OBE policy workshops for educators**

Many areas in this research have indicated that some educators are still not clear about OBE policy in general and they need more training. Table 4.25. indicates that 35% of educators are not successful in the implementation of assessment in OBE policy. Table 4.28. indicates that 31,5% of the educators regard their schools as ineffective schools. Table 4.31. indicates that 25% of the schools did not do macro-planning. Table 4.39. indicates that the overall implementation of OBE policy has not been successful which raises concerns because all the schools should have implemented OBE policy successfully by now. All these are evidence that educators still need a lot of training in OBE policy. The Department of Education should, therefore, make sure that more OBE policy workshops and follow up (onsite) workshops are organized and conducted for educators.

### **5.3.2.2. The KZN Provincial Department of Education must provide adequate resource materials to schools to ensure effective implementation of OBE policy.**

Lack of adequate resources has always been a complaint by most educators. Table 4.30. shows that 99% of the educators indicated that their schools do not have adequate teaching and learning resource materials. The Provincial Department of Education should have made sure that the status of all schools has been upgraded to at least a reasonable level in terms of resources before OBE policy is implemented because implementation without resources becomes a futile exercise. The Department of Education still has a chance to make sure that they provide adequate resource materials to schools even though the implementation of OBE policy has already started.

### **5.3.3. RECOMMENDATIONS TO SCHOOLS**

The following are the recommendations directed to schools to help them implement OBE policy successfully:

#### **5.3.3.1. Schools must make sure that educators' expertise in OBE policy are developed at all times.**

There is no point where one can be sure that he or she knows everything about OBE policy. This is the reason why continuous staff development or in-service training is one area that is very important in the implementation of the curriculum (*cf.* 2.6.4.2.). This indicates that more workshops should be organized and team-teaching and educator-exchanges should be encouraged.

#### **5.3.3.2. Schools must allow their educators to conduct OBE policy workshops at school level.**

The cascade model that is used by the Department of Education to pass on information forces educators who have received OBE policy training to conduct workshops in their respective schools. Table 4.35. suggests that 30,5% of the educators do not conduct workshops at school level. The idea behind these workshops is to ensure that everybody at the school supports the idea because the implementation of OBE policy should be a collaborative effort. Schools should make sure that they set aside time and support educators in conducting these workshops at school level.

#### **5.3.3.3. SMTs should also attend OBE policy workshops.**

The SMTs should also attend OBE policy workshops so that they will understand exactly what is expected of them and their educators. Some educators complained that they do not get the necessary support from their SMTs because SMTs do not know the demands of OBE policy.

#### **5.3.3.4. Schools must contribute towards community development**

Educators are in a very strategic position to help develop communities especially in literacy, which has always impacted negatively on the involvement or participation by

learners' parents in the learning process. Many educators complain that most of their learners' parents are illiterate and, therefore, cannot play their role in the implementation of OBE policy. Schools should, therefore, offer assistance in the form of Adult Basic Education Programmes to gain support from communities.

#### **5.3.3.5. The SMTs must call parents to schools and workshop them on OBE policy.**

It does not necessarily mean that illiterate parents cannot be trained on OBE policy and the role they need to play to ensure effective implementation thereof. Schools should make sure that parents are aware of everything that is taking place at the school and they know the role they are expected to play to make teaching and learning process a success.

In view of the fact that the overall implementation of OBE policy has not been successful in some schools in the Empangeni Region, the recommendations made above can only be successfully implemented if properly integrated with a designed model. The following is a detailed presentation and discussion of the recommended model of the implementation of OBE policy.

#### **5.4. RECOMMENDED MODEL**

In view of the fact that the findings of the empirical investigation suggest that the overall implementation of OBE policy in public schools in the Empangeni Region has not been successful there is a need to develop an implementation model. This model will not only help the said region but can be used by education departments anywhere else to achieve success in the implementation of education policies. This model can also be very useful to implement any other government policy. This model will now be discussed in great detail. It should be pointed out that it is not prescriptive but may be adapted to suit different contexts. The areas of concern that are discussed in this model are consultation, implementation, monitoring, ongoing evaluation, support workshops and review.

**STEP 1. CONSULTATION**

- STAKEHOLDERS**
- Educators
  - Educationists
  - Communities
  - Business
  - Learners
  - NGOs
  - Departmental officials

**STEP 2. IMPLEMENTATION**

- IMPLEMENTERS**
- Educators
  - Departmental officials
  - Educationists
  - NGOs
  - Communities

**STEP 3. MONITORING**

- MONITORS**
- Departmental officials
  - Educators
  - Communities

**STEP 4. ONGOING EVALUATION**

- EVALUATORS**
- Departmental officials
  - Educators
  - Educationists

*SUPPORT WORKSHOPS*

**STEP 5. REVIEW**

- REVIEW COMMITTEE**
- Departmental Officials
  - Educators
  - Educationists
  - Communities

**Fig. 5.1. Implementation Model**

#### **5.4.1. CONSULTATION**

Lack of consultation has been identified as the most prominent complaint in the whole implementation process of OBE policy. There is no doubt that consultation is the starting point and the cornerstone of any implementation process. The significance of consultation is further emphasized by Kingdon (1996:136) who maintains that democracy is a process of shared decision-making. It is true that the country's policies should reflect the principles of democracy, and consultation is one of them. If the consultation process has not been done or has been done inadequately there will be widespread disagreement over that policy which may be well changed or reviewed and this is exactly what happened to OBE policy.

This model, therefore, recommends that an intensive consultative process should be engaged in before any policy, especially an education policy, is implemented. It is indeed true that the government will always claim that it consults before policies are implemented. However, the process of consultation as it is now, defeats the whole process. It is done in a language and settings which are not accessible to all communities of the country given the kind of diversity that exists. The language that is used in the consultation process should be contextualised such that it accommodates even illiterate communities. The officials who are involved in the consultation process should make sure that they do visit even the remotest of the rural areas to make sure that every place is consulted.

With regard to the people who should be involved in the consultation process, the government should make sure that all the relevant stakeholders have been involved in the process. There is a tendency by the government to just scratch the surface when identifying stakeholders which is a mistake. In many cases the government identifies only those stakeholders it can have access to. The list of stakeholders in the education process is not exhaustive, however, the following are very important and should not be left out by any means.



#### **5.4.1.1. EDUCATORS**

The findings of this research suggest that educators claim that they were not consulted before OBE policy was implemented. The government, however, claims that educators were consulted. Before this can culminate into a long futile debate it should be pointed out that, although the government claims that consultation was done, the point of argument is that it was not adequate. The recommendation here is that educators should be intensively involved. Rather than having representatives from the organized teacher unions, the government may nominate representatives from the districts.

There are eight regions in the Province of KwaZulu-Natal and each region has approximately five districts. If one educator can be nominated from each district only forty educators will be involved and this is a reasonable number to deal with, especially in the process of consultation. These educators may have had meetings with their district members to get their input prior to the consultation process and present the views of their constituencies in the process.

It is therefore imperative that educators should not be left out because they are the ones who will implement the education policy and they are mostly knowledgeable about problems in education. The intrinsic, democratic, professional model which is discussed in this research becomes relevant in acknowledging that educators have direct involvement in the accountability process but that is reached after consultation with other professionals. The difficulty of the intrinsic, democratic, professional model is its complexity which is simplified by the recommended implementation model.

#### **5.4.1.2. EDUCATIONISTS**

The term “educationists” is used to refer to people who are experts in education and are still practitioners who may be based in higher education institutions or any other institution that deals with education. People like lecturers in the education departments or schools at the universities play a very important role in the implementation of education policies in general and OBE policy in particular. Apart from the fact that they train prospective educators, they also play a very important role in conducting research and criticizing

constructively the education policies that are implemented by the government. These therefore are some of the reasons why this sector should be involved in the consultation process.

#### **5.4.1.3. COMMUNITIES**

Organised community structures like local authorities and other civic organizations also need to be involved in the consultation process because they provide infrastructure that helps a great deal in the implementation of policies, especially OBE policy. The other people who are members of the community who need to be intensively involved in the consultation process are the parents of the learners. They are organized by way of School Governing Bodies (SGBs) and these structures may send their representatives to the consultation process.

One very important area that the government should cautiously take note of is the fact that most of the learners' parents are illiterate but that does not dispute the fact that their input can be very valuable in the consultation process. The government should, therefore, make sure that the language and the settings that will be accessible to this section of the community are used. Parents are the ones who should come up with the values that will be reflected in the curriculum. They are also expected to be part of the implementation process because they have to supervise learners' work. This therefore suggests that they should be involved in the whole process from the start so that they can fully support it.

#### **5.4.1.4. BUSINESS SECTOR**

The business sector is the one that provides facilities and support to schools in many ways. They have always been willing to help which is part of their social responsibility. In and around the Empangeni Region there are lots of businesses like Alusaf, Richards Bay Minerals (RBM), Indian Ocean Fertilizers (IOF), etc. which have always maintained good working relationships with schools. Because they contribute so much to education they need to be involved in the education process, especially when consultation is done before policies are implemented. Their input can be very valuable in the sense that they can give a

picture of how much of the resources they can provide so that implementation becomes effective.

The easiest way for the government to get hold of organized business is to communicate with local business organizations which in this regard is Zululand Chamber of Business Foundation (ZCBF) which is a body which controls the operations of all businesses in the Zululand area. The government can consult only the representatives of this body.

#### **5.4.1.5. LEARNERS**

The tendency by government and schools is to neglect learners and undermine the important role they can play in the implementation of a curriculum in general. The South African Schools Act (SASA) of 1998 spells out clearly that learners have a right to participate in all decision-making structures at the school level through their Learners' Representative Councils (LRCs). The findings of this research clearly indicate that some of the schools have a problem of indiscipline from learners. If learners, through their LRCs, can be involved in the consultation process and be listened to there will be less problems of indiscipline in schools.

#### **5.4.1.6. NGOs**

NGOs have always contributed positively towards education in the country. They provide training to educators and resource materials to schools. Some NGOs help in the training of the educators on materials development. Materials are a very important aspect of OBE policy and its implementation cannot be successful without them. NGOs should, therefore, be involved in the consultation process because they are the ones who will provide materials or train educators to develop material.

#### **5.4.1.7. DEPARTMENTAL OFFICIALS**

Many officials in the employ of the Department of Education are involved in the implementation of OBE policy. The officials who are directly involved in the implementation process are the Superintendents of Education (Management)(SEMs) and Superintendents of Education (Academic)(SEAs). SEMs provide management training and

support to educators, more especially SMTs so that they are able to manage OBE policy activities in their schools.

SEAs provide academic support and advise educators on specific subject related issues. In most cases SEAs also help when follow-up workshops are done at school level. They also make sure that they provide ongoing support to educators to implement OBE policy effectively. There is no doubt that this section of the stakeholders has been consulted in the process. However, the Department of Education needs to make sure that all subjects are represented in the consultation process.

#### **5.4.2. IMPLEMENTATION**

One of the most important steps of the whole policy process is implementation. If the implementation process has not been carefully planned the whole policy process may be jeopardized. Findings of this research have indicated that the implementation of OBE policy has not been successful in some schools. One of the main reasons for failure of implementation is lack of resources. This confirms Hanekom's (1987:61) assertion that for effective policy implementation the government should provide necessary infrastructure which may not be available if funds are constrained.

One important area that was overlooked by the government before the implementation of OBE policy is what it is that should have happened before implementation took place. One of the recommendations of this research is that resources and facilities of all schools should have been upgraded to a reasonably acceptable level before OBE policy was implemented. What this means is that before implementation of policy necessary groundwork should be done to ensure that implementation becomes a success.

It is also important that before implementation takes place all the implementers are clear about their roles. The implementers who are identified in this model are educators, departmental officials, educationists, NGOs and communities.

#### **5.4.2.1. EDUCATORS**

Educators play a very important role in the implementation of OBE policy. It has been said time and again in this research that educators need to be empowered, supported and be given adequate resources to implement OBE policy successfully. With regard to empowerment the Department of Education does make sure that OBE policy workshops are organized and conducted for educators once a year. This is inadequate to most educators and the suggestion is that at least two workshops should be conducted for each grade per year, one in the first semester and another one in the second semester a year before OBE policy is implemented in that particular grade.

With regard to support, the departmental officials do onsite follow-up workshops at least once a year. The indication from this research is that follow-up workshops are not enough. The recommendation is that they should be done at least twice a year. It should be pointed out though that the Department of Education does also have an important role to play to ensure that empowerment and support of educators are up to their satisfaction. This therefore means that the Department of Education should employ more officials to make sure that there is enough personnel to organize and conduct OBE policy workshops and also do follow-up workshops.

Provision of resources is the responsibility of the government and this needs serious attention. If there is conviction that OBE policy implementation has not been successful in some schools mainly because of inadequate resources, it means that the government has failed to perform its duty.

#### **5.4.2.2. DEPARTMENTAL OFFICIALS**

There is no doubt that officials play a key role in the implementation of OBE policy and they should continue doing so. At the moment they are fully empowered, but they do need continuous development so as to contribute effectively in both training of educators and facilitation of the OBE policy implementation process. They do lack some infrastructure to do follow-up workshops effectively, for example, the Department of Education in the KZN

Province has a serious shortage of transport and this impacts negatively on officials' ability to perform their duties effectively.

#### **5.4.2.3. EDUCATIONISTS**

This group does provide training to implementers and also makes sure that their programmes are in line with the expectations of OBE policy. One aspect that is lacking in this regard is coordination of this group's OBE policy implementation activities with those of the other stakeholders. This group seems to be isolated or isolates itself. Now that there is Higher Education Act in place the government must make sure that it regulates how the institutions of higher learning are going to contribute towards the implementation of new education policies.

#### **5.4.2.4. NGOs**

This is another sector that plays a very important role in the implementation of OBE policy as a whole. Apart from OBE policy training, they provide materials to educators and also training on material development which is one aspect that is very important in the implementation of OBE policy. Educators should be creative enough to develop their material rather than waiting for the material to be delivered by the Department of Education. In fact the main reason why 40% of the schools in the Empangeni Region have successfully implemented OBE policy is that educators did not wait for the Department of Education to provide them with material but developed their own material.

Although the Department of Education has worked successfully with NGOs, there is lack of integration of their activities especially those that relate to the OBE policy implementation process. This therefore poses a challenge to the Department of Education that it monitors the activities of NGOs with regard to their input in the whole process so that they do not clash with their interests.

#### **5.4.2.5. COMMUNITIES**

Many stakeholders in education, especially the Department of Education, undermine the role that is or can be played by the communities in the implementation of OBE policy. The

officials of the Department of Education assume that a lot of communities are illiterate and, therefore, there is no contribution they can make towards effective implementation of OBE policy.

It should be pointed out that the main objective of curriculum implementation is to pass on the values and expectations of the communities to the younger generation so that they become successful citizens who fit well in the communities. The most important question to ask is how can schools be successful in inculcating community values through curriculum implementation without help from the community itself.

There are many ways in which communities can be involved as implementers of OBE policy. One great concern though is lack of involvement of parents in the implementation of OBE policy. Parents are represented through the SGBs and these are the people who should be trained first to realize their importance in the whole curriculum implementation process. The Department of Education should, therefore, make sure that it empowers communities to participate actively as implementers of OBE policy.

### **5.4.3. MONITORING**

Political analysts, politicians and members of the community have always complained about the fact that there is lack of monitoring of government policies. The Department of Education does not have a proper monitoring structure. There should be a monitoring structure that is set up at the regional level and it must include officials, educators and communities as monitors.

#### **5.4.3.1. DEPARTMENTAL OFFICIALS**

By virtue of their job description almost all departmental officials are monitors of the implementation process. They are however not very successful in their job because of lack of support from the Department of Education. Lack of planning of how implementation programmes will be monitored has also contributed towards failure of monitoring. The Department of Education should, therefore, make sure that officials are empowered and given support to do effective monitoring of education policies. Departmental officials

should draw up a monitoring programme which spells out clearly the objectives they want to achieve and the time-frames.

#### **5.4.3.2. EDUCATORS**

It is important that educators should be involved as monitors in the process of OBE policy implementation since they are the ones who are expected to implement policies and they are fully aware of the problems taking place in the classroom. It should also be emphasized that educators are the most accountable stakeholders when it comes to curriculum implementation as the intrinsic, democratic, professional model suggests. Nobody can be fully accountable for the process he or she has not been fully involved. This is addressing the problem that is identified in the instrumental bureaucratic model which gives educators responsibility without freedom. In other words the implementation of education policies in the past has been following the instrumental bureaucratic model which has had serious effects on educator morale because they were not fully involved in the whole process yet they were expected to be accountable.

The Department of Education should, therefore, ensure that educators are fully empowered to monitor the implementation process so that they can easily account on their responsibility as implementers of education policies.

#### **5.4.3.3. COMMUNITIES**

It has been recommended that communities should be empowered so that they can contribute positively towards the consultation process. With that kind of empowerment they can easily be part of the monitoring process. Communities do also become accountable for the implementation process in one way or another. For example, when community values have not been inculcated to learners they become a burden to the community. Communities should, therefore, take part in the monitoring process so as to make sure that the whole implementation process does take the community's values into consideration.



#### **5.4.4. ONGOING EVALUATION**

Findings of the empirical investigation suggest that it is of no value to do evaluation at the end of the implementation process. Ongoing evaluation is thus recommended because it enables implementers to correct mistakes on the spot before any unnecessary wastage of resources has occurred. For example, when OBE policy was initially implemented a total of R1,7 million was spent developing materials. However, the recently Revised National Curriculum Statement (2001:26) states that totally new and simplified materials have to be developed leading to a wastage of funds that were used in developing materials initially. Such expenditure could have been limited if a system of on-going evaluation was in place.

It is important that all the stakeholders who were involved in the consultation process be also involved in the evaluation process because they are the ones who are fully aware of the whole implementation process. Departmental officials, educators and educationists play a crucial role in the evaluation process and should not, by any chance, be left out.

##### **5.4.4.1. DEPARTMENTAL OFFICIALS**

Departmental officials are by virtue of their job description also the evaluators of the implementation process. Their involvement in the evaluation process enables them to identify problems that affect the implementation process and thereby plan follow-up programmes accordingly. It is important that these officials should know what to look for in the evaluation process. The Department of Education together with the other stakeholders should set up evaluation programmes which will set parameters within which evaluation should take place.

##### **5.4.4.2. EDUCATORS**

In most cases the Department of Education does not involve educators as evaluators of the implementation but as the ones who are evaluated. There is nothing wrong in subjecting them to evaluation but they also need to be given a chance of being evaluators because they are the ones who implement the process and can easily spot weaknesses and strengths in the process. They should, therefore, work hand in hand with the other stakeholders in

the evaluation of the implementation process. The Department of Education should, therefore, empower educators to become evaluators of the implementation process.

#### **5.4.4.3. EDUCATIONISTS**

Educationists are in a good strategic position to evaluate education policies in general. Most of them are involved in action research and their institutions are bound by their social responsibility to do research in their communities and see how they can help. At the moment this sector is not working very closely with the Department of Education. The Department of Education should, therefore, make sure that the expertise of these people are used effectively in the evaluation of OBE policy implementation.

Ongoing evaluation should be done at least once per term, which will therefore mean that there will be four evaluation sessions per year. The nature of the evaluation sessions will depend on the context but it will generally be a kind of audit to evaluate the success of what has been done during that particular period. It will be a good idea if all stakeholders involved in the evaluation process set up a programme of evaluation they are going to use.

#### **5.4.5. SUPPORT WORKSHOPS**

The importance of these workshops is that they provide ongoing support to educators during the implementation of OBE policy. They normally do not follow any routine but depend on the expectations and experiences of educators in their implementation. This therefore means that there are some schools that will not need follow-up workshops if they do not have problems with implementation. These workshops are the responsibility of the departmental officials, NGOs, educators and educationists.

##### **5.4.5.1. OFFICIALS**

They are usually invited by schools to offer support in the implementation programme. It is also their duty that they should visit schools that have implemented OBE policy and provide support. As has been pointed out, officials are willing to offer support but are sometimes failed by lack of support from the Department of Education itself. In most cases the Department of Education does not have adequate transport and officials are few in

number to visit all the schools. The Department of Education should, therefore, employ more officials and provide more transport.

It should also be pointed out that educators are expected to implement OBE policy on their own and thereafter be given support. In some cases educators fail to implement OBE policy and they expect that officials will do it for them. This is an indication that the kind of OBE policy training they received was not adequate. They should therefore be fully empowered to be able to implement OBE policy on their own

#### **5.4.5.2. NGOs**

NGOs do support workshops but they do not normally go to schools but have a central venue where they call educators to attend a common workshop. This may not be specific to the diverse needs of different schools, however, it can be said that those workshops are driven by the expectations of the educators. One area that needs improvement from this group is that they should visit schools and offer support based on actual experiences that will always vary from one school to another.

#### **5.4.5.3. EDUCATORS**

The main role of educators is to implement OBE policy however they do also become part of support workshops. They workshop other educators in their schools and further form clusters with neighbouring schools and meet in the afternoons to discuss common problems. This is a good idea that should be formalized by the Department of Education and be used by all schools in the region. Educator-exchange should also form part of the support programme where educators in schools that have successfully implemented OBE policy help the less successful schools. The departmental officials should facilitate the process of educator-exchange because it can help in the implementation of OBE policy.

#### **5.4.5.4. EDUCATIONISTS**

Educationists have not been part of the support programmes except when they have been invited by schools on an individual basis. They can contribute positively in the whole implementation process. The Department of Education should, therefore, make sure that all

stakeholders who will be involved in doing follow-up programmes plan together. The problem of the shortage of personnel can be partly addressed because stakeholders can divide the work among themselves.

#### **5.4.6. REVIEW**

There has only been one review session for the implementation process which started in 1996. Although the review that was done in 2000 was successful, it is recommended that in future reviews should be more constant and take place at least at the end of every year. There should be a review committee that must be formed or nominated by the Department of Education every year. Members of that committee should be representatives of departmental officials, educators, educationists, NGOs and communities.

##### **5.4.6.1. DEPARTMENTAL OFFICIALS**

Officials are also involved in review in general. However, it should be pointed out that the review that was done in 2000 was not well representative of all the stakeholders, especially the officials and educators. It is advisable that the next review should be decentralized and be more focused. The Department of Education should set up review committees at regional level and the people who should steer it should be the departmental officials.

##### **5.4.6.2. EDUCATORS**

They are the ones who play a very important role in the implementation process. As implementers they can provide a clear picture of what is happening in the classroom better than anyone else. The Department of Education may nominate a specific number of educators to sit in Regional Review Committees (RRCs).

##### **5.4.6.3. EDUCATIONISTS**

Educationists are experts in their fields and can easily detect when things go wrong in the implementation process. They have a lot of information that can help in correcting the situation and they can even refer to other research studies that have been done in other countries. Basically this group can play a very important role in the evaluation of the curriculum implementation. The Department of Education should work very closely with

the institutions of higher learning so that their input can contribute towards better curriculum implementation.

#### **5.4.6.4. NGOs**

They should be part of the review process because they are the ones who will most provide resources. They should be given a chance to say how much of the resources they used and how much they can still use. They also need to provide input with regard to how resources can be used effectively to ensure successful implementation of OBE policy.

#### **5.4.6.5. COMMUNITIES**

In the Province of KwaZulu-Natal there is a body called an Association of School Governing Bodies (ASGBs) which represents all the school governing bodies in the province. Members of this association should be invited to sit in the review committees.

Now that the model of the implementation of OBE policy has been discussed in detail it is important to discuss the plans for dissemination of the findings of this study.

### **5.5. PLANS FOR DISSEMINATION**

The researcher is planning to disseminate information from this study for consumption by colleagues, educators, business sector, institutions of higher education and all the other interested stakeholders. The findings will, therefore, be presented to the RCD of the Empangeni Region, in the OBE policy workshops and seminars.

#### **5.5.1. PRESENTATION TO THE RCD**

One copy of this research will be given to the RCD as his copy for reference. Apart from that the researcher will discuss with the RCD to set up a forum where the findings of the research will be shared with colleagues. Because it is not very easy to stop all the activities of the whole region just for one activity, the ideal situation will be to present the findings to the senior management first and thereafter do a presentation to the whole staff. Presentations will be structured in such a way that the target audience will have to be involved by way of looking at the recommendations provided by this research very

critically before they can be implemented. It is hoped that the RCD will then communicate with the head office to see if the recommendations made by this research can be implemented.

### **5.5.2. PRESENTATION IN THE OBE POLICY WORKSHOPS**

The region normally conducts OBE policy workshops in June of every year. The reason for choosing June is that this is the time when schools are closed and the facilitators and the provincial curriculum unit have agreed that teaching time should not be interrupted when these workshops are conducted. As a facilitator in these workshops the researcher will ask for permission to present the findings before training begins. The reason why the presentation should be done for these educators is to make them aware of the problems that are currently experienced by the educators who have already implemented OBE policy and see how they can be helped to avoid those problems. The participants in these workshops will also be involved in such a way that they look critically at the recommendations that are made by this research and see how they can apply them in their own contexts.

### **5.5.3. PRESENTATION IN SEMINARS**

Institutions of higher learning, like universities and technikons, do host academic seminars where experts come together to do presentations on recent research and developments in various fields. The researcher hopes to get a chance of doing presentations in these seminars with the help of his institution.

Now that the plans for dissemination of information obtained through this study have been discussed the researcher saw a need to discuss suggestions for further research in the process of OBE policy implementation.

## **5.6. SUGGESTIONS FOR FURTHER RESEARCH**

Since the research findings indicate that the main reasons for failure of implementation of OBE policy in some schools is lack of resources and training provided to educators, there is a need for a closer look at these two aspects, especially in how they impact on the implementation of government policies in general and how they impact on education

policies in particular. Hence, it is recommended that further research pertaining to the development of strategies for better provision of resources or better training of educators in the implementation of education policies is undertaken.

Having discussed suggestions for further research in OBE policy implementation it now becomes necessary to state the concluding remark which is presented next.

### **5.7. CONCLUDING REMARK**

The aim of this research was to evaluate the OBE policy in public schools in the Empangeni Region. It was found out that, although there was a reasonable number of schools that were successful in implementing OBE policy, some schools were not successful although they have implemented OBE policy. The overall impression by educators is that the implementation of OBE policy has not been successful. The two main reasons that were identified to be hindering success are lack of resources in schools and insufficient training of educators. It is therefore true that OBE policy has not been implemented successfully in some schools. There is, though, a serious concern that there are schools that have not implemented or have not been successful in implementing OBE policy because eventually all schools should implement this policy. It is therefore hoped that the recommendations made in this research will be considered seriously, especially by the Department of Education in the KZN Province to make sure that it does whatever is recommended to ensure equitable success by all schools in the implementation of OBE policy.

The overall conclusion derived from this empirical investigation is that OBE policy implementation has not been successful in some public schools in the Empangeni Region. It should, however, be pointed out that the researcher experienced many problems before arriving at this conclusion. The research process as such also afforded the researcher an opportunity for personal growth and development through new experiences.

Reflections on learning will now be discussed:

## **REFLECTIONS ON LEARNING**

The researcher did experience some anticipated and unanticipated problems during the course of this research; however, there was always a way of dealing with those problems so that they could not impact on the progress of the research. The areas in which the researcher experienced problems are literature, accessibility to schools, respondents, research instruments and time for doing the research.

The topic that was researched on limited the kind of literature that was going to be used which was, for example, books on policy, other research on policy and government policies. The researcher discovered that there was no research that was done on the evaluation of the implementation of the education policy at the moment. This was unanticipated in view of the fact that it is almost seven years now since the country attained its democracy. However, this was not surprising because the government is still trying to find what is right and perhaps many people feel it will be unfair to critically evaluate implementation of some policies.

The other area of concern that was experienced by the researcher is with regard to the fact that most of the literature on OBE policy (like Spady, 1994) is decontextualised. What this means is that it does not seriously consider the context of South Africa with its diverse needs due to its diverse disparities that were created by the apartheid regime. This kind of literature assumes that the context in the country is the same and that everything is at least at a reasonable level to implement OBE policy. In other words there is no serious consideration of the unavailability of resources and lack of facilities in some of the schools especially those that were previously disadvantaged.

The poor state of the roads and wide scattering of schools all over the region make accessibility to those schools very difficult. Some schools were plagued by faction fights and were not accessible. The researcher visited a number of schools for the first time and that was an experience to realize the kinds of problems educators deal with almost daily just trying to get to those schools. As an example there are schools where no kinds of



transport can be used if it is raining. This therefore means that during rainy days there is virtually no teaching and learning that take place in those schools.

The state of some schools is bad. There are schools where there is virtually nothing to help the educator when he or she is teaching except the book. In some cases they do not even have chalk to use to write on the chalkboard. If one talks about OBE policy in those schools educators will tell you that it is a luxury which can only be a dream to their learners. One would then realize that perhaps it is asking for too much. Educators in these schools were just happy to see the departmental official coming to their school and confirmed that it was for the first time that had happened.

The researcher did experience quite a number of problems in dealing with respondents. It should be pointed out that a greater number of them were very cooperative and they are actually the ones who made this research possible. Some of the problems emanated from the following: the status of the researcher, lack of support from the Department of Education to schools, demotivation and low morale in educators, management problems in schools, training of the respondents, etc. These are discussed next.

As a departmental official, the researcher's appearance in some of the schools received mixed reactions. In most of the schools he was warmly received and more than welcomed while in a few schools some educators became suspicious of his visit as if he was checking on them. Also in some schools they received him with the hope that he was going to solve their problems which have for some years been reported to the Department of Education to no avail. It was somehow difficult to deal with these diversities and the researcher had to do a lot of explanation to educators about his mission.

Some educators withheld information just because the researcher was a departmental official. For example, some educators would even avoid commenting on issues that relate to the management of the school for fear of victimization. Some did not feel free to criticize the Department of Education openly in front of the official.

It is true that the Department of Education has neglected some of the schools, especially those that are in deep rural areas. Some of these schools do not receive any kind of support from the Department of Education and they do not have anything to help them in their teaching. When the departmental official comes to the school they get a chance of venting out the frustrations they have experienced in dealing with the Department of Education for years. The researcher did find himself in situations where he had to provide explanations on behalf of the Department of Education.

It is a fact that some educators are demotivated by all sorts of problems that they are experiencing in the present education system which may not be enumerated here. In some cases the researcher found it very difficult to elicit information from these educators because they were just demotivated to do anything.

Management problems in some schools did also have a contribution to make in this research. It will be remembered that the concept of SMTs is new in public schools. Many educators are still trying to introduce it in their schools. The researcher had planned that any educator, especially those who are involved in the implementation of OBE policy will be involved in this research. In many cases, especially in senior secondary schools where OBE policy has just been implemented at Grade 8, OBE curriculum educators are not senior staff members and, therefore, do not serve in the SMTs. In some schools the SMTs felt that it should be them who should be part of the research since they are the SMT members. This posed a problem, especially if those educators who are members of the SMT are not involved in OBE classes.

It will be remembered that most of the educators that are presently teaching in public schools were trained to be educators during the era of apartheid. A lot was done in the minds of the people by the apartheid education to make sure that they remain happy with who they are and what is in front of them at the time. This has had a serious impact on the implementation of OBE policy because some educators are still comfortable with the old methods of teaching and are very skeptical about something that is going to change who they are.

The researcher used two kinds of research instruments, questionnaires and interviews. These were not done without some problems. The main problem with the questionnaire was that it was too long and required a lot of writing. As has been mentioned that some educators are demotivated out there, answering that list of questions was problematic to some of them. Some of them just chose “yes or no” questions and did not answer the rest of the questions. What really helped the educator in this regard is that more than the number of the expected questionnaires was distributed.

One other concern with regard to the questionnaire is that some educators had a problem with responding to the questions. It was not very easy to pinpoint the reason for this but the researcher concluded that perhaps there is a lot of training that still needs to be done on just filling in a questionnaire.

As has already been pointed out the status of the researcher, namely, that he is a departmental official, did somehow disturb some educators. However, an explanation was provided to them, which, to an extent allayed their fears. The problem of who should be interviewed also came up here because in some schools some members of the SMTs felt they are the ones who should be interviewed.

The choice of August to November to collect data gave rise to a number of challenges for the researcher. This is the busiest part of the school year, especially for schools with Grade 12, as this is the period of Oral and Year Mark Moderation and Examinations. Simultaneously, during this period Grade 8 learners were engaging in Common Assessment Tasks (CATS). Externally interviews for Level 1 posts were being conducted for educators. All these factors led to great difficulties being encountered in getting hold of educators for the purposes of this study.

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## ANNEXURE A - QUESTIONNAIRE TO JUNIOR EDUCATORS AND SMTs

Be kind enough to fill in this form/questionnaire for the purposes of evaluating the of OBE policy in the Empangeni Region. It must be noted that this is purely for research purposes with an intention of ensuring effective implementation of OBE in the region and not for any other means. Assurance is therefore given that the responses will be treated with high confidentiality and no information will be disclosed to any other party.

**NB** Please answer all questions in the following manner.

- (a) Circle all codes of your choice e.g. (1)
- (b) **Do not** use a cross e.g. x
- (c) Where a question requires comments write in the space provided.

### PART I: PERSONAL INFORMATION

1. Present School :

Rural	1
Urban	2
Township	3
  
2. District: 

Mthunzini	1
Lower Tugela	2
Lower Umfolozi	3
Hlabisa	4
  
3. Educator in: 

Foundation Phase	1
Intermediate Phase	2
Senior Phase	3
  
4. Teaching experience: 

Under 3 years	1
3 – 5 years	2
5 – 10 years	3
Over 10 years	4
  
5. Position at School: 

Educator	1
Member of SMT	2
  
6. Sex: 

Male	1
Female	2

**PART II : QUESTIONS RELATED TO POLICY**

**1. POLICY AND PUBLIC POLICY**

a) From your own understanding of the government policies do you think these policies, education policies in particular, address the values of the whole South African society?  
.....

b) What do you think are the objectives of the government policies?  
.....  
.....

c) What do you think are the functions of the government policies?  
.....  
.....

d) Suggest ways in which the societies can address the situation where the government policies do not address their values.  
.....  
.....

e) How can the government be held accountable for policies that fail to address the needs of the communities?  
.....  
.....

**2. PUBLIC POLICY-MAKING PROCESS**

**A. Consultation**

1. Who initiated education policies in S.A. after independence?

Officials	1	Schools	2	Communities	3
-----------	---	---------	---	-------------	---

2. Was consultation done before these policies were implemented?

YES	1	NO	2
-----	---	----	---

3. If your answer to A2 above is “NO” state why consultation was not done?

.....  
.....  
.....  
.....

4. Were all stakeholders involved when the education policy process was started?

YES	1	NO	2
-----	---	----	---

5. If your answer to A4, above is “NO” list the other stakeholders who were left out.

.....  
.....  
.....  
.....

6. Did all political parties accept the new education policies?

YES	1
-----	---

NO	2
----	---

**B. Public Policy Implementation**

1. Who do you think should be implementers of education policies?

.....  
.....  
.....  
.....

2. What is the reason for your answer in B 1 above?

.....  
.....  
.....  
.....

3. Do you think they have capacity? (refer to B 1 above)

YES	1
-----	---

NO	2
----	---

4. Have the implementers succeeded in implementing education policies?

YES	1
-----	---

NO	2
----	---

5. What reasons would you give for your answer in B 4 above?

.....  
.....  
.....  
.....

**C. Public Policy Evaluation**

1. Who should be involved in policy evaluation?

.....  
.....

2. Why should those you chose in C.1. above be involved?

.....  
.....  
.....  
.....

3. Is monitoring done when education policies are implemented?

YES	1
-----	---

NO	2
----	---

4. When is the right time for the evaluation of education policies?

Beginning of Implementation	1
-----------------------------	---

During Implementation	2
-----------------------	---

After Implementation	3
----------------------	---

5. What are the reasons for your answer in C.4. above?

.....  
.....  
.....  
.....

6. What would be the ideal process that should be followed in policy-making?

.....  
.....  
.....  
.....

**PART III: OUTCOMES-BASED EDUCATION POLICY (OBE)**

**1. CONSTITUTIONAL FOUNDATIONS OF OBE**

a) Do you think OBE addresses the values of the Constitution of the Republic of South Africa?

.....

b) Which values of the Constitution are addressed by the OBE policy?

.....  
.....  
.....

c) Where do you think OBE is lacking in addressing the values of the Constitution?

.....  
.....  
.....

d) Suggest ways in which the values that are enshrined in the Constitution can be properly addressed by an education policy.

.....  
.....  
.....  
.....



**2. LEGISLATIVE FOUNDATIONS OF OBE**

a) What do you think is the role of SAQA?

.....  
.....  
.....

b) What impact does compressing classes into grades have in education in general?

.....  
.....  
.....

c) How can SAQA work successfully with educators without imposition?

.....  
.....  
.....

d) Suggest ways in which the present certification in OBE can be improved.

.....  
.....  
.....  
.....

**3. INSTITUTIONAL ARRANGEMENTS OF OBE**

a) What role can the National Department of Education play to enable successful implementation of OBE policy?

.....  
.....  
.....

b) What role can the Provincial Department of Education play to enable successful implementation of OBE policy?

.....  
.....  
.....

c) What role can the schools play to enable successful implementation of OBE policy?

.....  
.....  
.....

d) How can provinces and schools be empowered to implement OBE policy successfully?

.....  
.....  
.....  
.....

#### 4. COMPONENTS OF OBE

##### A. Different Approaches to OBE

<p>1. What aspects of the old curriculum are still used at your school?</p> <p>.....</p> <p>.....</p>
<p>2. Why does your school continue to use these aspects?</p> <p>.....</p> <p>.....</p>
<p>3. What are your views on transformational OBE?</p> <p>.....</p> <p>.....</p>
<p>4. How are the learners coping with transformational OBE at your school?</p> <p>.....</p> <p>.....</p>
<p>5. What are the views of the other educators at your school about transformational OBE?</p> <p>.....</p> <p>.....</p>
<p>6. What improvements would you suggest for your physical structures of your school to implement transformational OBE successfully?</p> <p>.....</p> <p>.....</p>
<p>7. What improvements would you suggest for your school management to implement transformational OBE successfully?</p> <p>.....</p> <p>.....</p>
<p>8. What would be your suggestions to improve transformational OBE in general?</p> <p>.....</p> <p>.....</p>

***NB: From now on the term OBE will be used for transformational OBE.***

**B. Principles informing OBE curriculum design**

1. In your opinion does OBE cater for the human resources development of both the learner and the educator?

YES	1
-----	---

NO	2
----	---

2. If your answer to B1 above is “NO” suggest ways in which OBE can cater for human resources development.

.....  
.....  
.....

3. Has OBE succeeded in redressing the past differences in education?

YES	1
-----	---

NO	2
----	---

4. If the answer to B3 above is “YES”, state how? / If the answer to B3 above is “NO” state why?

.....  
.....  
.....  
.....

5. Has your school been successful in promoting learner-centredness?

YES	1
-----	---

NO	2
----	---

6. If “NO” what are the obstacles?

.....  
.....  
.....  
.....  
.....

7. Do you think OBE will produce learners who will be comparable with the rest of the world?

YES	1
-----	---

NO	2
----	---

**C. Assessment in OBE**

1. Has your school been successful in implementing OBE assessment?

YES	1
-----	---

NO	2
----	---

2. If your answer to C.1. above is “YES” what strategies helped you succeed?

.....  
.....  
.....

3. If your answer to C.1. above is “NO” what are the obstacles?

.....  
.....  
.....

4. What are your views on continuous assessment?

.....  
.....  
.....

**D. Curriculum Development Process**

1. What is your role in curriculum development?

.....  
.....

2. Do you succeed in your role? If not why?

.....  
.....  
.....

3. What will be your suggestions for further curriculum improvement at your school?

.....  
.....  
.....

4. Would you rate your school as among effective schools?

YES	1
-----	---

NO	2
----	---

5. What are the reasons for your answer in D.4. above?

.....  
.....  
.....  
.....  
.....

**Circle the codes on the appropriate responses and provide reasons where applicable**

6. Do you think new educators or existing educators should be retrained to implement OBE?

NEW	1
-----	---

EXISTING	2
----------	---

7. Give reasons for your response in D.6.

.....  
.....  
.....  
.....  
.....

8. Are the materials available to implement OBE?

YES	1
-----	---

NO	2
----	---

9. If the answer to D.8. is "NO" suggest what materials your school will need to implement OBE?

.....  
.....  
.....

10. Did planning (micro) take place at your school in a year before OBE was implemented?

YES	1
-----	---

NO	2
----	---

11. Are parents of your learners involved in the implementation of OBE at your school?

YES	1
-----	---

NO	2
----	---

12. If the answer to D.11. is "NO" suggest ways in which parents can be involved.

.....  
.....  
.....

13. Do educators also involve themselves in community projects?

YES	1
-----	---

NO	2
----	---

14. If the answer to D.13. is "NO" suggest ways in which educators can be involved

.....  
.....  
.....  
.....

15. Has your school been successful in implementing OBE? .....

16. If the answer to D.15. is "NO" list problems that prevent effective implementation of OBE.

.....  
.....  
.....  
.....

17. How often (in a year) do educators attend OBE workshops?

Once a yr	1
-----------	---

Twice a yr	2
------------	---

Thrice a yr	3
-------------	---

4 Times a yr	4
--------------	---

18. Do those who attend workshops get a chance to workshop other educators at your school?

YES	1
-----	---

NO	2
----	---

19. If the answer to D.18. is "NO" provide reasons for your answer.

.....  
.....  
.....

20. Are educator's expectations met at these workshops?

YES	1
-----	---

NO	2
----	---

21. What will be your suggestions to facilitators to make OBE accessible to educators?

.....  
.....  
.....  
.....

22. What are your views on educators signing contracts?

.....  
.....  
.....  
.....

## E. Management of OBE

1. What leadership qualities do you expect from school management team to enable them to implement OBE successfully?

.....  
.....  
.....

2. What is your opinion on effective decision-making?

.....  
.....  
.....

3. How can your management team improve on decision-making?

.....  
.....  
.....

4. Who do you think are the role-players in OBE implementation?

.....  
.....  
.....

5. What roles do you think they should play?

.....  
.....  
.....

6. What can the management do to empower the communities to be effective role-players?

.....  
.....  
.....

7. What kind of empowerment would you like to see effected in the educators to make them successful implementers of OBE?

.....  
.....  
.....

8. Suggest ways and means by which the management can encourage the sharing of responsibilities among the staff.

.....  
.....  
.....

9. How can the educators' expertise on OBE be developed?

.....  
.....  
.....

10. Some schools seem to be more effective in the implementation of OBE than other schools. How can the effective schools help those that are less effective in the implementation of OBE?

.....  
.....  
.....

11. What kind of OBE curriculum supervision would you like to have at your school?

.....  
.....  
.....

**PART IV: OVERALL VIEW ON OBE**

a) What are the overall strengths of OBE as an education policy?

.....  
.....  
.....

b) What in your view are the overall weaknesses of OBE?

.....  
.....  
.....

c) Suggest ways in which OBE as a whole can be improved.

.....  
.....  
.....

d) How can educators, schools and school management teams (as a collective) be empowered to implement OBE successfully?

.....  
.....  
.....

e) In your overall perspective of the whole process of the implementation of OBE would you say it has been successful or unsuccessful so far?

.....  
.....  
.....

f) Give reasons for your answer.

.....  
.....  
.....  
.....  
.....

***END***

***THANK YOU VERY MUCH FOR YOUR SUPPORT***

***MAY GOD BLESS YOU***



**ANNEXURE B**  
**INTERVIEW SCHEDULE**

a) Have you implemented OBE at your school?  
.....

b) Has implementation been successful?  
.....

c) What are the problems?  
.....  
.....  
.....

d) What are the strengths of OBE?  
.....  
.....  
.....

e) What are the weaknesses of OBE?  
.....  
.....  
.....

f) How can schools be improved to implement OBE effectively?  
.....  
.....  
.....

g) How can educators be helped to implement OBE effectively?  
.....  
.....  
.....

h) How can SMTs be helped to implement OBE effectively?  
.....  
.....  
.....

i) What role can parents play to help in the implementation of OBE?  
.....  
.....  
.....

j) How can the government help you implement OBE effectively?  
.....  
.....  
.....

APPENDIX A



PROVINCE OF KWAZULU-NATAL  
 ISIFUNDAZWE SAKWAZULU-NATAL  
 PROVINSIE KWAZULU-NATAL



DEPARTMENT OF EDUCATION AND CULTURE  
 UMNYANGO WEMFUNDO NAMASIKO  
 DEPARTEMENT VAN ONDERWYS EN KULTUUR

EMPANGENI REGION

ISIFUNDA SASEMPANGENI

EMPANGENI STREEK

Address: Corner: Maxwell Street  
 Ikheli: & Hancock Avenue  
 Adres: Empangeni  
 3880

Private Bag: Private Bag X20104  
 Isikhwama Seposi: Empangeni  
 Privaatsak: 3880

Telephone: 035-9011300  
 Ucingo:  
 Telefoon:  
 Fax: 035-7926059

Enquiries:  
 Imibuzo:  
 Navrae: **MPILO**

Reference:  
 Inkomba:  
 Verwysing:

Date:  
 Usuku:  
 Datum:

THE REGIONAL SENIOR MANGER

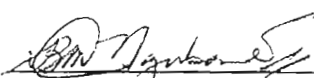
RE: REQUEST TO CONDUCT RESEARCH IN THE EMPANGENI REGION

I would like to request the Regional Senior Manager to give me permission to conduct research in public schools in the Region.


The topic to be researched on is " An evaluation of OBE policy in public schools in the Empangeni Region." Although this is an academic research, it is hoped that its findings and recommendations will have valuable input in the effective implementation of OBE policy

I hope my request will be considered favourably

Yours faithfully

  
 Mr Mpilo Ngubane  
 (SEA-English )

Supported / ~~not supported~~

  
 Mr W. Dorkin  
 REGIONAL SENIOR MANAGER

APPENDIX B



PROVINCE OF KWAZULU-NATAL  
ISIFUNDAZWE SAKWAZULU-NATAL  
PROVINSIE KWAZULU-NATAL



DEPARTMENT OF EDUCATION AND CULTURE  
UMNYANGO WEMFUNDO NAMASIKO  
DEPARTEMENT VAN ONDERWYS EN KULTUUR

EMPANGENI REGION

ISIFUNDA SASEMPANGENI

EMPANGENI STREEK

Address: Corner: Maxwell Street  
Ikheli: & Hancock Avenue  
Adres: Empangeni  
3880

Private Bag: Private Bag X20104  
Isikhwama Seposi: Empangeni  
Privaatsak: 3880

Telephone: 035-9011300  
Ucingo:  
Telefoon:  
Fax: 035-7926059

Enquiries:  
Imibuzo:  
Navrae: **MPILO**

Reference:  
Inkomba:  
Verwysing:

Date:  
Usuku:  
Datum:

THE DIRECTOR : EDUCATION SUPPORT SERVICES

RE: REQUEST TO CONDUCT RESEARCH IN THE EMPANGENI REGION

I would like to request the Director : Education Support Services to give me permission to conduct research in public schools in the Region.

The topic to be researched on is "An evaluation of OBE policy in public schools in the Empangeni Region." Although this is an academic research, it is hoped that its findings and recommendations will have valuable input in the effective implementation of OBE policy

I hope my request will be considered favourably

Yours faithfully

Mr Mpilo Ngubane  
(SEA-English)

Supported / ~~not supported~~

Dr W.S MPOFANA  
DIRECTOR : ESS

## APPENDIX C

PROVINCE OF  
VAN  
KWAZULU-NATAL  
NATAL

ISIFUNDAZWE  
SAKWAZULU-NATAL

PROVINSIE  
KWAZULU-

DEPARTMENT OF EDUCATION  
AND CULTURE

UMNYANGO WEMFUNDO  
NAMASIKO

DEPARTMENT  
VAN  
ONDERWYS EN  
KULTUUR

### EMPANGENI REGIONAL OFFICE

---

ADDRESS: Cnr. Maxwell and  
IKHELI: Commercial St.  
ADRES: Empangeni

PRIVATE BAG: X20104  
ISIKHWAMA: EMPANGENI  
PRIVAATSAK: 3880

TELEPHONE 0351-9011300  
UCINGO:  
TELEFOON:  
FAX0351-926059  
cell:

---

ENQUIRIES: Mr. Mpilo Ngubane  
IMIBUZO:  
NAVRAE

REFERENCE: Research  
INKOMBA:  
VERWYSING:

DATE:  
USUKU:  
DATUM: 11/8/ 2001

---

THE PRINCIPAL

RE: REQUEST TO CONDUCT RESEARCH AT YOUR SCHOOL

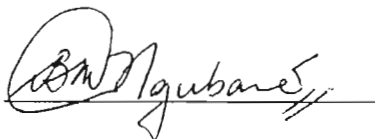
I would like to request you to give me permission to conduct research at your school..

The topic to be researched on is "An evaluation of OBE policy in public schools in the Empangeni Region." Although this is an academic research, it is hoped that its findings and recommendations will have valuable input in the effective implementation of OBE policy.

I hope my request will be considered favourably.

Yours faithfully

Mr. Mpilo Ngubane  
(SEA-English)



## APPENDIX D

PROVINCE OF  
VAN  
KWAZULU-NATAL  
NATAL

ISIFUNDAZWE  
SAKWAZULU-NATAL

PROVINSIE  
KWAZULU-

DEPARTMENT OF EDUCATION  
AND CULTURE

UMNYANGO WEMFUNDO  
NAMASIKO

DEPARTMENT  
VAN  
ONDERWYS EN  
KULTUUR

### EMPANGENI REGIONAL OFFICE

---

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cell:

---

ENQUIRIES: Mr. Mpilo Ngubane  
IMIBUZO:  
NAVRAE

REFERENCE: Research  
INKOMBA:  
VERWYSING:

DATE:  
USUKU:  
DATUM:11/8/2001

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THE EDUCATOR

RE: REQUEST FOR YOUR PARTICIPATION IN RESEARCH

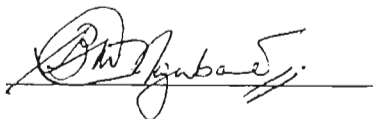
I would like to request you to participate in the research that will be conducted at your school..

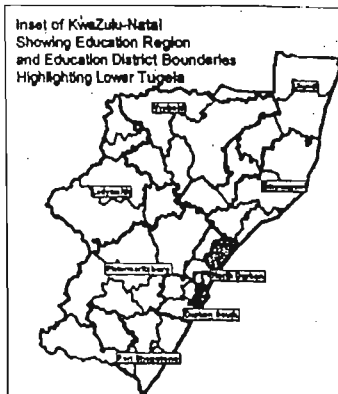
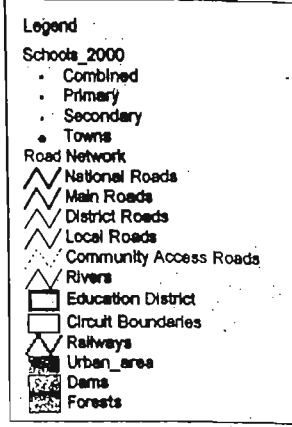
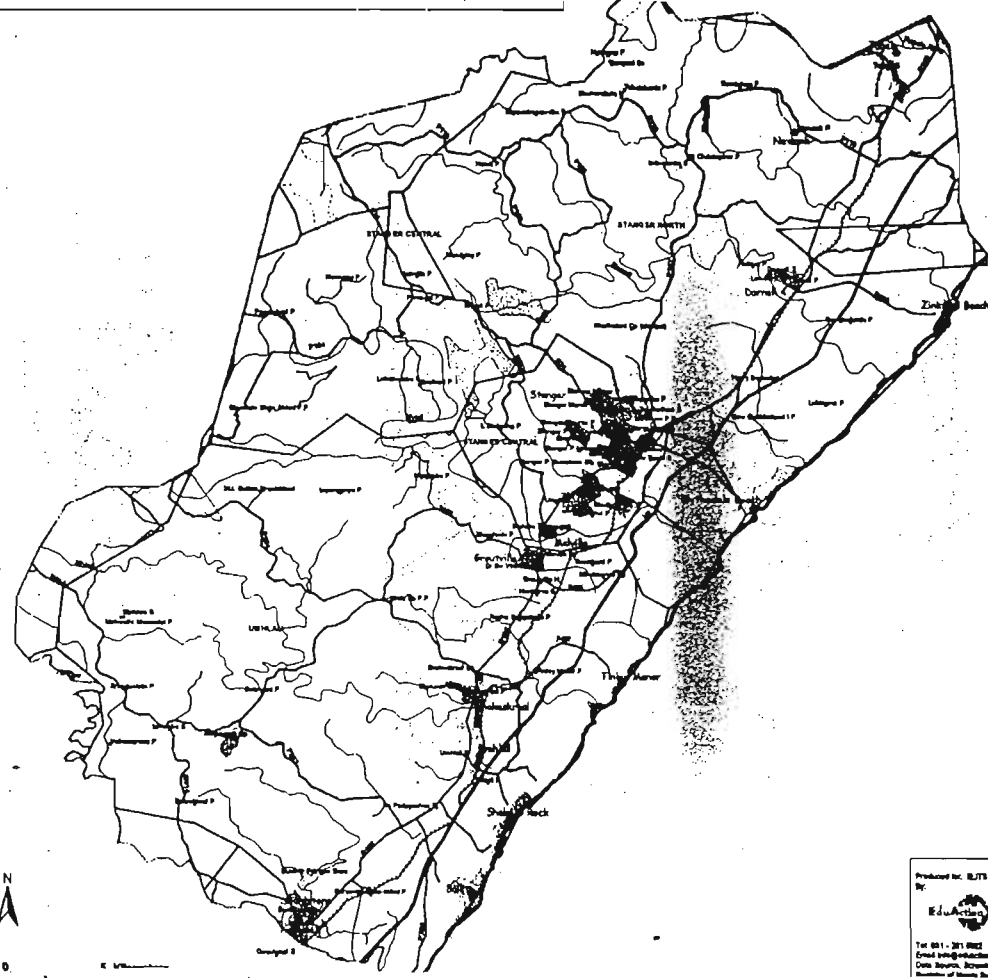
The topic to be researched on is "An evaluation of OBE policy in public schools in the Empangeni Region." Although this is an academic research, it is hoped that its findings and recommendations will have valuable input in the effective implementation of OBE policy.

I hope my request will be considered favourably.

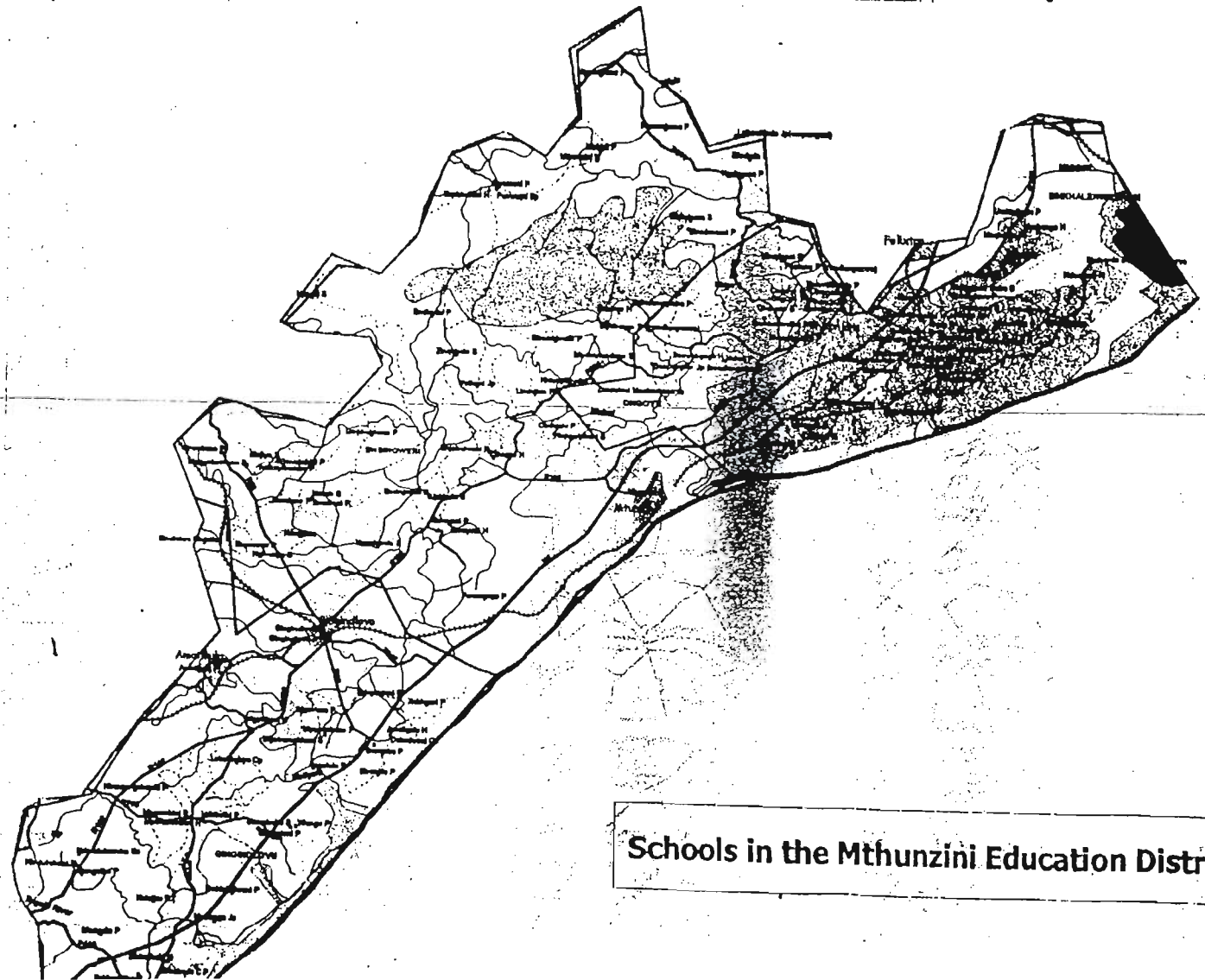
Yours faithfully

Mr. Mpilo Ngubane  
(SEA-English)



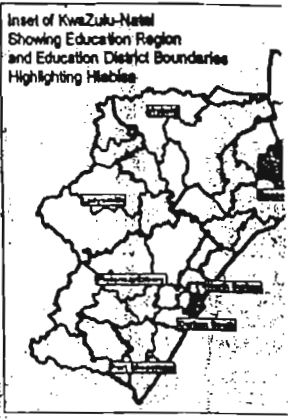
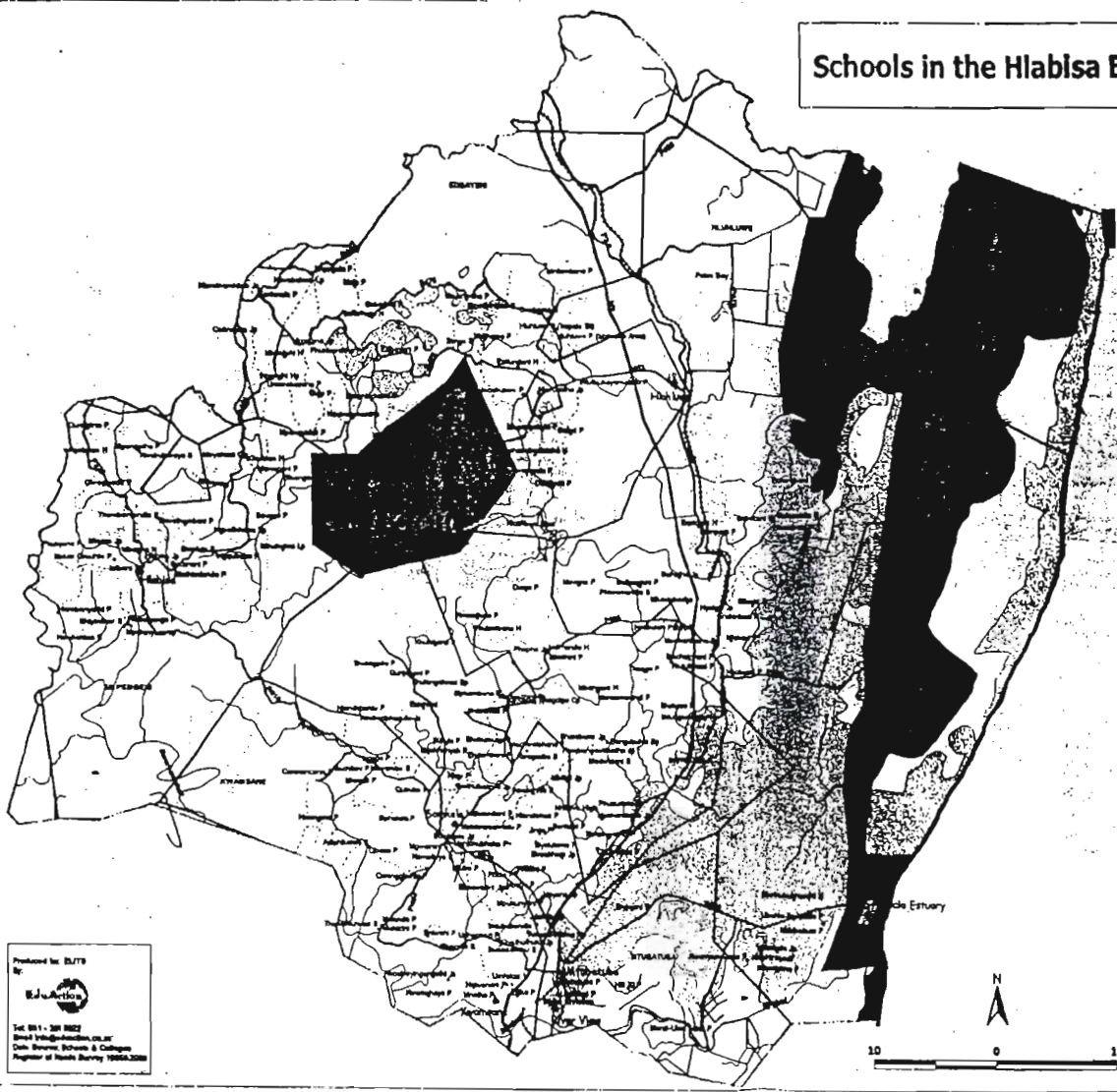


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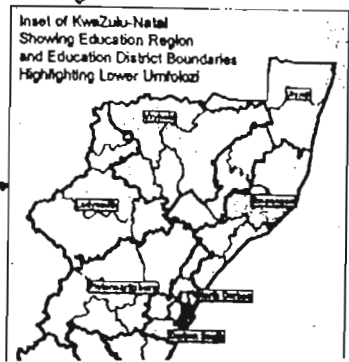
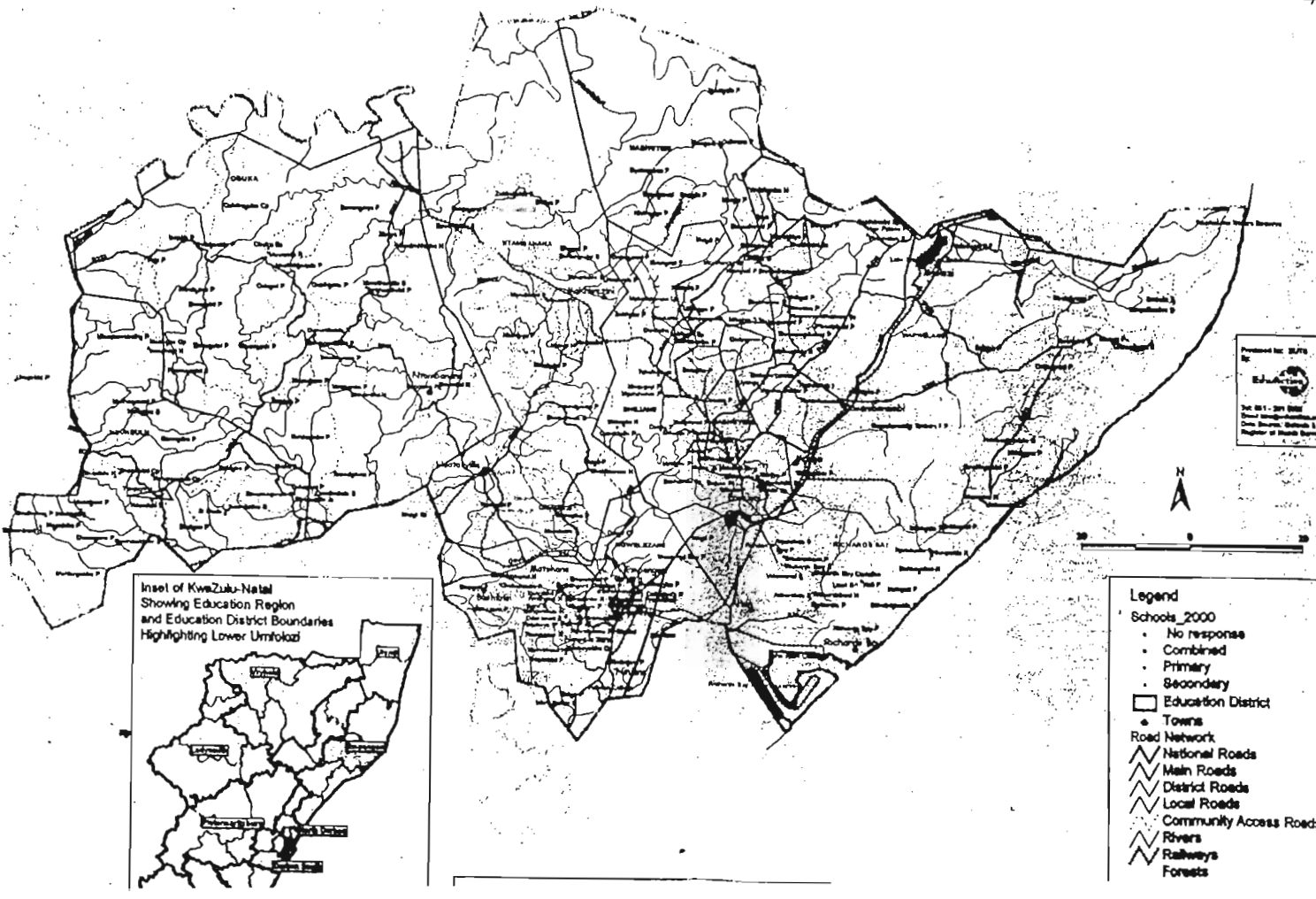
Schools in the Mthunzini Education District

# Schools in the Hlabisa Education District



- Legend**
- Schools\_2000**
- No response
  - Combined
  - Primary
  - Secondary
  - Towns
- Road Network**
- ▬ National Roads
  - ▬ Main Roads
  - ▬ District Roads
  - ▬ Local Roads
  - ▬ Community Access Roads
  - ▬ Railways
  - ▬ Rivers
- ▭ Education District
- ▭ Circuit Boundaries
- ▭ Urban\_area
- ▭ Dams
- ▭ Nature Reserves
- ▭ Forests

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 Date: Review: Schools & Colleges  
 Register of Schools Survey 1995/2000



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