List of abbreviations

ANC	African National Congress
AOU	Afrikaanse Onderwys Unie
CASS	Continuous Assessment
DoE	Department of Education
EEA	Employment of Educators Act No. 76 of 1998
FET	Further Education and Training
GCIS	Government Communication and Information Services,
GDP	Gross Domestic Product
IMF	International Monetary Fund
NAPTOSA	National Professional Teachers Organisation of South Africa
NPA	National Education Policy Act 27 of 1996
NEC	National Executive Council of the African National Council
NCS	National Curriculum Statement
NPRR	National Protocol on Recording and Reporting
NQF	National Qualification Framework.
OBE	Outcomes Based Education
PCAS	Policy Coordination and Advisory Services (PCAS)
PEU	Professional Education Union;
SADTU	South African Democratic Teachers Union
SAG	Subject Assessment Guidelines
SANDF	South African National Defence Force
SASA	South African Schools Act No 84 of 1996
SAQA	South African Qualification Authority
SAOU	Suid-Afrikanse Onderwyse Unie

Key words

assessment policy

assessment practices

clearing houses

continuous assessment

implementation

management

national curriculum statement

public administration

public policy

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Key words

assessment policy

assessment practices

clearing houses

continuous assessment

implementation

management

national curriculum statement

public administration

public policy

ADDENDA

A. Questionnaire
B. Letter of request
C. Letter from the department

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CHAPTER ONE

GENERAL ORIENTATION

1. INTRODUCTION

This is an exploratory study on how assessment policy in the National Curriculum Statement (NCS) at school level in the Mopani district is implemented and managed. Mopani is one of the five districts in Limpopo Province. The researcher is a subject specialist and based in Mopani District. One of his responsibilities is to support educators in the implementation of NCS. During monitoring and moderation of educators' and learner evidence of performance, it was noticed that some educators do not satisfy the minimum requirements as laid down in the Subject Assessment Guidelines when compiling Continuous Assessment (CASS) portfolios for learners.

This district was ranked fourth in the grade 12 results for two consecutive years, namely 2007 and 2008. The research is an attempt to understand models used for managing assessment policy and to devise public policy implementation within the education context in South Africa. In particular this thesis looks at ways that could be used in the management of assessment policy in the Further Education and Training Band. Factors that might have an influence on implementation of public policy need to be considered when determining appropriate assessment policy that might assist in developing the learners' skills as envisaged in the NCS.

The introduction of Outcomes Based Education (OBE) as a new approach to education requires educators to teach and assess learners differently from how it was done in the past. Chapter 1 of every Subject Statement for the National Curriculum Statement (NCS) states that through the adoption of the **Constitution** in 1996, provision for curriculum transformation and development was made. The section on the Bills of Rights as indicated in the South African Constitution states that everyone has the "right to further education which the State, through reasonable measures, must make progressively available and accessible", National Curriculum Statement Grades 10 -12 (General) p1.

The type of education that should be provided is based on nine principles, one of which is the principle of "High knowledge and high skills" which indicates that learners should be equipped with knowledge and skills that would assist them in adapting and contributing to the economy in South Africa. At the same time the principle of **Social justice** requires the empowerment of those sections of the population that was previously disempowered by the lack of knowledge and skills**.** The National Curriculum Statement on the other hand specifies minimum standards of knowledge and skills to be able to achieve at each grade and sets high, achievable standards in all subjects**.**

This therefore suggests that: (a) there should be some form of assessment to determine whether the performances of learners meets the minimum standards, (b) every learner can achieve at his or her own pace, (c) performances of learners should be evaluated against certain criteria.

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2. MOTIVATION FOR THE STUDY

The standard of education in our country is evaluated by how well Grade 12 learners perform in their final examinations. In order to prepare these learners for the final examinations, learners should be assessed during the course of the year. Information should be gathered to assist schools and other stakeholders to predict how well these learners will perform in the examination. In order to gather information on learners' performances, educators are required to develop and administer assessment tasks that are valid and reliable. Educators are expected to teach content that is suggested in the Subject Statement.

Learners should be properly prepared from the lower grades for them to do well in grade 12. With the phasing-in of OBE in grade 10 during 2006, educators were met with a number of challenges. One of the challenges was to teach content that was new to them and also to assess learners using different types of assessment strategies, in addition to tests and examinations. This new approach to assessing learners created challenges to educators because they were now expected to use Assessment Standards that indicate the minimum levels of performance when developing assessment tasks. These tasks should assess knowledge, skills, as well as values, rather than the pen and paper method that was used previously to assess knowledge only. This requirement could have contributed to the high failure rate of the grade 10s at the end of 2006.

At its inception in 2006 the examination section in the Mopani District indicated that a majority of the learners in grade 10 in 2006 failed at the end of that year. The trend was the same in all the provinces, as pointed out in the article by Caiphus Kgosana that appeared in the City Press dated 3 November 2006. It is indicated in the same article that in one school, only 38 out of 245 grade 10 learners passed. Some critics of the new approach to education, as pointed out in the same article, believe that learners who are taught in OBE cannot read or write. However, certain principals indicated that teachers had received adequate training and that the pass rate in the grade 10s was slightly better than the previous years. Kgosana indicated in his article that the President of the National Professional Teachers Organisation of South Africa (NAPTOSA) believes that the curriculum had a strong examination assessment component.

The performance of learners could have been influenced by the support that the educators should have received from the advisory section and school on assessment policy, subject allocation at school and the training on the implementation of National Curriculum Statement. For the successful implementation of the NCS policy, problems associated with non-achievement of the desired result should be highlighted.

Therefore this study attempts to point out problems related to implementation which could be attributed to the critical factors, including communication, resources, dispositions or attitudes, and bureaucratic structures. By implication, the implementation of a policy is a dynamic

process which involves the interaction of many variables, as will be discussed in this study. The study highlights various problems that are due to "intra-organisational" conflicts. It explores ways for effective policy implementation that would curb intra-organisational implementation problems by establishing a specific mandate for various stakeholders and provide sufficient resources.

A policy that is specific enough to delineate expected behaviour and remain flexible to accommodate local conditions that might affect implementation, may be considered effective - if it successfully effects a change in target-group behaviour with a minimum of resistance. Simultaneously, it must be appropriate to address identified needs.

3. PROBLEM STATEMENT

With the introduction of the National Curriculum statement, the Provincial Department of Education had to develop assessment guidelines to assist in meeting the challenges embedded in the implementation of Outcomes Based Assessment. The purpose of the assessment guidelines was to provide guidance towards a common understanding of how continuous assessment practices in the province should be employed, and to give effect to the implementation of the curriculum and related policies.

The challenges associated with curriculum transformation as well as assessment, were complicated by the new approach to teaching and the

training that educators received in handling the content. The interrelation of various phases of curriculum transformation which are imperative for quality education, particularly policy implementation, forms the basis of this study. The assessment practice in some schools does not address the principles as laid down in the National Curriculum Statement. The National Curriculum Statement as a policy sets high expectations of what South African learners can achieve. Despite specifying minimum standards of knowledge and skills at each grade and setting achievable standards in all learning areas, as well as the subjects through Assessment Standards, huge disparities are still evident in the tasks utilized to assess learners and in the evaluation of learner performance. These disparities pose challenges that impact on management of assessment; that which influences the ability of educators to develop valid and reliable assessment tasks.

In view of the motivation of the study and problem statement the study attempts to determine:

How implementation of assessment policy in the Senior Certificate Band is managed in the Mopani District.

4. THE OBJECTIVES OF THE STUDY

To this end the study shall attempt to:

- Determine whether the assessment practices are in line with national policy.

- Determine whether the implementation of the NCS is managed in a way that would ensure that the envisaged learning is produced.
- Provide a broad framework of public policy analysis as a context within which to understand assessment in the National Curriculum Statement, as indicated in the National Protocol on Recording and Reporting (NPRR).
- Critically analyse the current assessment practices in schools.
- Propose a model for assessment policy implementation for educators that could assist in dealing with the new education policy that was introduced in the Further Education and Training Band.

5. DEFINITION OF CONCEPTS

Assessment: Assessment is a planned and agreed process between the stakeholders to collect and interpret evidence of interprets evidence of performance for the purpose of informed decision-making.

Assessment Standards : Are criteria that denote the minimum levels of performance that collectively describe what learners should know and be able to demonstrate at a specific grade. "They embody skills and values required to achieve the Learning Outcomes."

Assessment Standards within each Learning Outcomes collectively show how conceptual

progression occurs from grade to grade", National Curriculum Statement Grade 10 - 12 (General), p7.

Program of Assessment: Is a plan for assessing learners performance. It specifies the minimum number and types of tasks That should be used to gather information on the learners' performance. It indicates what the learners should be assessed on during each term on the school calendar.

Competence: Refers to the capacity for continuing performance within a varied range of contexts; addressing integrated varied Learning Outcomes within the subject and across different subjects in the same grade.

Education: Means education and training provided by an institutions, other than training as defined in section 1 of the Manpower Training Act, 1981 (Act No.56 of 1981).

Education Department: Means the Department at national level and a provincial government department which is responsible for education.

Education Means any institution providing education whether

Institution: early childhood education, primary, secondary, further or higher education, other than a university or technical college, and an institution providing specialised, vocational, adult distance or community education.

Educator: Means any person who teaches, educates or trains other persons at an education institution or assists in rendering education services, or education auxiliary or support services provided by or in an education department, but does not include any officer or employee as defined in section 1 of the Public Service Act, 1994 (Proclamation 103 of 1994).

Policy: A line of argument rationalizing the course of action of a government or a plan of action adopted by an individual or social group to address an identified need.

Principal: Means a head-master, i.e. school manager who manages a school or any other institution that provides early childhood education, primary, secondary, further or higher education other than university or technical college.

In this study, a principal shall refer to any person who manages a school that offers Grade 10-12. Who should be ensuring that the school is functioning as an institution of learning? Certain functions of this manager include:

- Provide educational guidance and support to their school community.
- Provide professional leadership in school.
- Coordinate the educational policy implementation.
- Coordinate educational programs.

Learning Outcomes: The National Curriculum Statement Grades 10-12 (General) p7, states that "a Learning Outcome is a statement of intended result of learning and teaching. It describes knowledge, skills and value that a learner should acquire by the end of the Further **Education and Training** band (FET)''.

The acronym "FET'' should mean "National Senior Certificate''. This band comprises of grades 10, 11 and 12 which were referred to as FET before the revision of National Curriculum Statement.

Learning Pragramme: It is a plan that specifies the scope of teaching, learning and assessing for the grades in a band. This plan consists of the subject frame, work-schedule and the lesson plan. Its purpose is to assist educators to ensure that the learners achieve the Learning Outcomes as prescribed

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by the Assessment Standards for the particular grade. It also helps educators to draw up a program of assessment.

OBE: Outcomes Based Education which is a Competency-based approach that is applied to teaching, learning, and assessment. This approach should provide learners sufficient time to master units of curricula before they progress to the next grade.

Subject: A subject shall refer to the body of knowledge that is defined by Learning Outcomes.

6. LITERATURE REVIEW

There are various definitions of why administrations, management and some authors indicate that there is no essential difference between administration and management but that the difference lies only in their fields of application. Van der Westhuizen (1991:36) indicates that administration applies to civil service while management is a term used in industry, but both concepts refer to the same activity. There are three categories in management/administration, namely: structural, functional and administrative.

6.1. Administration as a structure.

Structural administration is a social process that is concerned with organising human and material resources in a unified system to accomplish a pre-determined objective, Getzel, Luphan and Campbell (1968:52). The government structure is in the form of Health, Finance, Security, Public Administration and Services, Education and other departments.

In the Department of Basic Educational as one of the administrative structures nationally, the education system should be structured in such a way that education policies can be implemented. The government should provide the necessary legislation for the proper functioning of the system. Educational administration should provide the space and place, facilities and means to ensure that education takes place. The educational administration structure is divided into national, provincial, districts, circuits and schools, which are in line with the three tiers of government.

6.2. Administration as a function

Owens (1970:127) states that administration involves the process that helps the organisation to operate its mechanism in order to achieve its goals. This means that the central purpose of administration in any organisation is to coordinate activities of its official in accordance with certain policies, to coordinate the application of policies and to establish channels through which the policies could be improved by those who apply them. This suggest that Education administration should therefore concern itself with coordinating, conditioning and directing human energy in order to achieve educational objectives in the form of policies that have been formulated by the government.

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6.3. Administration as administrative work

Van der Westhuizen (1991: 36) indicates that administration should also mean support that is more formal and regulative and is meant for the execution of a policy, which already has been formulated by higher authorities and would be accompanied by procedures.

Therefore educational administration assists the study of organisational aspects of education and how it functions in the education system. The education system operates within the government system framework.

In order to understand what education administration and management is, it is essential to first discuss administration, public administration and management and thereafter focus on one administrative function of policy-making.

Authors such as Cloete (1981) Thornhill and Hanekom (1979) indicate that there are generic functions which are universal and applicable to institutionalised group activity. The scope of these functions is indirectly related to the hierarchical positions; the higher the position in the hierarchy the greater the scope of administrative functions (policy-making, financing, controlling, organising, personnel provision and utilisation, devising work methods and procedures).

These functions which are common to all group effort consist of all operations that have as their purpose the fulfillment or enforcement of public policy. These operations should be performed in a system of public

administration which is the composite of all the laws and regulations, codes and customs, relations and practices that prevail at any time in any jurisdictions for the fulfillment or executions of public policy. Sharkansky (1975:4) refers to policy as "a proposal, an ongoing program, the goals of a program, or the impact of a program upon the social problems that are its target'', while Dye (1995: 4), indicates that public policy is whatever governments choose to do or not to do.

Since the problems in the public section are complex; activities involved in administration are wide, therefore the study of public administration could be viewed from (1) understanding how people in organisations behave and how organisations operate, or (2) from practical recommendation on how agencies can most effectively be organized, Simon (1950: 19). Burstein (1991:328) pointed out that in studying public opinion and public policy in democratic countries most social scientists agree that (1) public policy will be influenced by public opinion, (2) the more salient an issue to the public, the stronger the relationship is likely to be, and (3) this relationship is threatened by the power of interest organisations, political parties, and economic elites. In order that government department can remain objective and be of service the organization of public agencies and behaviours of people in those organizations should be based on ethical foundations of public administration, i.e. the respect of guidelines that governs their conduct in implementing their work. These guidelines are derived from the body politic of the state and the prevailing values of society (Cloete 1994:62). The guidelines indicate that every public official, when carrying out his official duty, the legislature has a final authority (political supremacy) and that he/she is accountable to the public. Therefore all the functionaries who are

involved in the running of the state and public institutions should be bound by the same ethical and cultural guidelines, (Cloete 1994: 86).

The guidelines in the allocation of resources that are necessary to realize societal goals and objectives are regarded as policy. These guidelines are decided upon by the legislator and made known either in writing or verbally. These guidelines should help clarify which public goals should be pursued, and ensure that the activities of all those concerned should be aimed at the realisation of those common goals. These guidelines, which are expressed as public policy, are an attempt by the government to address a public issue. The government, whether it is a municipality, province, department or institution, develops public policy in terms of laws, regulations, decisions, and actions. According to Brooks (1989:16), public policy means the "broad framework of ideas and values within which decisions are taken and action, or inaction, is pursued by governments in relation to some issue or problem." Every policy-making process consists of three parts: problems, players, and the policy. The *problem* comprises of the issue that needs to be addressed. The *player* is the individual or group that is influential in forming a plan to address the problem in question. *Policy* is the finalised course of action decided upon by the government. Authors such as Dye (1995: 3) Fox and Meyer (1995: 107) indicate that policies in most instances are widely open to interpretation by non-governmental players, including those in the private sector; and leaders of religious and cultural groups and institutions have an influence on policy-making. When making policy the rational model for the process may be divided into three parts: agenda-setting, option-formulation, and implementation. During the agenda-setting stage, the government officials and relevant stakeholders meet to discuss the problem at hand.

Thereafter, alternative solutions regarding the best policy option are considered. The final stage involves policy implementation. By implication, the needs of society are a priority for the stakeholders involved in the policy-making process. The government should follow through on all decisions in the final policy and develop means to assess the effectiveness of the policy chosen.

It then may become necessary to evaluate how these guidelines address the needs of the society by analysing these policies. Hanekom (1992:65) refers to policy analysis as an attempt to measure the costs and benefits of policy alternative and to evaluate the efficiency of existing policies. Public managers in their daily official function are confronted with the outcomes of policy implementation. Because of their functions, these officials may be called upon to defend the policy of government-of-the-day. In practice, public managers should lead their departments and manage programs to ensure that the policies are implemented as directed.

Management according to Kroon (1995:9) is a process that is used by people in leading positions to provide certain services as efficiently as possible by utilising both human and material resources in order to achieve a stated goal or to fulfill a particular need. In schools, principals are managers who are required to use human resources to achieve the goals that are stated in national, provincial and district policies. Implementation of the NCS is one such policy that a school manager has to oversee. The policy is meant to address the imbalances of the previous education system.

Christopher, Jewell and Glaser (2006:335) indicate that the manner in which the frontline workers in human service organisations implement policy is greatly influenced by how their jobs are structured within particular organisational setting. The effectiveness of the organisation is influenced by the environment and culture of that organisation. If the environment is favourable, educators will be able to carry out their functions efficiently. Assessment is also part of this function and it rests on a sound and meticulous method of recording learner achievement, Du Preez (2003:6). Assessment could succeed only when educators are committed, understand principles and processes and are willing to accept the underlying principles that are stated in National Assessment Guidelines, Kelly (1989:19). Thus assessment will require educators to constantly make decisions and judgments that are fair and reasonable.

The school manager should arrange work-related conditions that encourage success by utilising the skills and abilities of their subordinates, Kroon (1995:9). In order for the organisation to be effective in meeting its objective the school manager should plan, organise, control, activate and communicate, Allen (1973:66) and Kroon (1995 pp 9 -13). At the same time the school manager should be aware planning for implementation might require some form of organisational change. Change in its self is regarded as the major barrier to any planning process because of the uncertainty that associated with organisational it. Particularly at school level when subject allocation and assessment programs are done. When effecting changes, the school manager should be guided by the principle of reasonableness and fairness. As public officials they are expected to promote the welfare of society and should be fair to those affected by their decisions.

The school operates in a social environment which Hoy and Miskel (1996:42) indicate as a social system that has inputs – transformation process – outputs. According to Hoy and Miskel (1996:42) the inputs factors in this social environment have an influence on the transformation systems which in turn have an influence on the type of outputs for the school. On the other hand, the outputs have an influence on the transformation process and the inputs.

The social system as explained by Hoy and Miskel (1996:42) assists in explaining what happens at school in relation to management and assessment. How learners are assessed has an influence on the validity reliability of data collected. The Subject Assessment Guidelines should provide a rationale for assessing learner performance and should serve as a resource that assists educators in carrying out assessment activities. Sayed and Jansen (2001:241) raised the following questions in relation to assessment practices:

- whether there was an audit on educators preparedness in respect of the new curriculum;
- what the culture of teaching and learning was;
- whether the weakness of classroom practice, teacher's management of performance and the availability of materials

were accounted for.

The answers to these questions provide inputs that should be processed in order to produce information to assist in accomplishing the aims of the new approach. These changes in education were necessitated by the changes that were brought about by political changes in the country. Different activities of

the government have to be coordinated in a formal way in order to achieve the aims set forth. Brinkerhoff (1991:8) refers to these as programs consisting of multi-activities that lay down rules that should be implemented. The implementation of these activities requires networks of institutions in multiple locations whose services are aimed at the delivery of the objectives of the state and to impact on the goals that are derived from the policy choice Brinkerhoff (1991:8). According to Adamolekun (1983) in Makinde (2005:63) policy implementation consists of a process of converting financial, material, technical and human inputs into outputs such as goods and services.

Policy implementation therefore becomes a critical point of focus for many policy analysts and practitioners because mere formulation does not necessarily translate to implementation. Mere translation of policy would result in implementation problems which may occur when the activities undertaken do not address the desired result on the target beneficiaries. Various theorists like Baier, March, and Saetren. (1986); Berman, 1978; Dyer, 1999; Elmore, 1980; Linder and Peters, 1987; Lipsky, 1980; McLaughlin, (1987) have traced policy failures to ineffective implementation and suggest that valuable lessons could be learned from past experiences in other policy implementation models such as the

Top-Down and Bottom-up.

Proponent of the Top-Down and Bottom-Up models such as Lipsky (1980) posits that in the human service organisations there are "street-level bureaucrats" who are service providers that ultimately show up and become policy-makers. This suggests that the designated official policy-makers at the

top-echelon of the organisation or located somewhere in the organisational system, do not wield much influence on what is eventually implemented. This view is aptly amplified by Fitz who offered a more comprehensive description of the bottom-up approach to policy making which consists of street-level bureaucrats, when he stated that:

> The institutions, organizations and actors considered to be most closely involved in the lives of target groups and individuals and, it is they, through their interactions with consumers, who determine the extent to which policies are rendered effective, Fitz (1994:56).

When crafting policies to address needs of the beneficiaries, lessons from other countries should be used to inform policy decisions and processes that would influence the choice of a strategy that is suitable for the local conditions. A typical example could how other countries managed the Outcomes Based Education.

Questions raised when analysing the principle of introducing Outcomes Based Education in schools, highlight the fact that the actual performance of the policy and its expected performance might not be congruent, as certain key inputs were not factored into the equation when the decision to introduce the policy was conceived, Jansen and Christie (1999:153). Such factors would include the influence of the culture of educators; leadership and institutional arrangement. These perceptions could have had an influence on the perspective of educators and how they saw and implemented the new approach to teaching and assessing of learners.

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These educators and the political party in government saw educational practices as one of the main determinants of the form and content of the struggle in the educational arena which is based on value systems. The perception that was created was that the introduction of Outcomes Based education in South Africa was in line with overall government strategy and that concessions are being made in order to accommodate the aspirations of sons and daughters of the middle class, Miller; Raynham and Schaffer (1991:277). The proponents of the National Curriculum Statement believed that this approach will improve the quality of education in the country.

It could then be surmised that the implementation of this new approach to education tested the power relations between bureaucrats and those perceived as implementers. The type of education that was proposed was to a large extent influenced by cultural systems in the country. The successful implementation required shared orientations and common value system for those who should embrace the new approach and internalise it. The critical factors for those who develop public policy is to know who has important information about an issue or policy area, who will be affected by a decision, and who may be able to affect a decision. Once these key stakeholders are identified and their interest understood, the policy-makers can determine when and how it may be appropriate to engage them in the process according to Pross, (1986:98).

7. LIMITATIONS

Research in public administration is undertaken under a politically charged and context-filled environment. Changes in the leadership in government and the political landscape requires that programs be realigned to the ideological

framework of the ruling party, and this makes the research field sensitive to the variables that should be observed in terms of their historical context. In most instances the availability of material related to the subject that is studied is imposed in the environment by the political ideology and social constraints associated with the study.

Johnson (2005:5) indicates that Public Administration researchers accept that things are knowable and quantifiable, and on the other hand due recognition should be given to the growing importance of intuition, vision and reflective thoughts as sources of knowledge. The research in Public Administration looks at the actions and inactions of the State which is regarded as the primary unit of analysis in Public Administration research as indicated by Myrdal (1969:35) in Mathebula (2004:7). Myrdal (1969:35) indicates that the State is constituted of and controlled by people who mostly are prejudiced and influenced by their competition for jobs and social status. Mathebula (2004:8) posits that the State and by implication the public administration, will be a tendency to propagandise certain ideologies through a battery of decisions, regulations, declarations and legislations. If the above is true of the State, then the research in Public Administration should focus on the decipherment of reality from perception and seek information about the phenomenon. It could then be concluded that research in Public Administration shall be limited in terms of conceptual, technical, organisational and policy issues. According to Shipman (1988:165) in Mathebula (2004:8) policy limitation is imposed by challenges in the quest to understand policy objectives; how it will impact on the needs of the intended beneficiaries and processes that would influence the policy implementation.

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The limitations of this study are imposed by technical difficulties that relate to the tools used and the degree of flexibility in the items that did not allow for open-ended questions which would have reflected local conditions. The inherent hopes of the researcher that emanated from the choice of topic and culture of the population in which the study was conducted, could have influenced the data collected.

The policy doctrine emanating from the National Protocol on Recording and Reporting (NPRR) which was gazetted in January 2007; the purpose of this policy was to provide regulations for assisting in the assessment of learner performance that would be valid and reliable and offer guidance in the handling of evidence of performance. At the time the study was conducted there were no models to follow on how successful this policy was in performing and addressing the Critical and Developmental Outcomes as stated in the NCS.

The researcher as a curriculum advisor has to support and monitor the implementation of the NCS. This could have an influence on how respondents react to the questionnaire when providing data. The attitude of respondents on NCS and their knowledge on the NPRR could influence the validity of the data collected.

8. METHODOLOGY

There are various approaches to gathering information. The main two approaches into which researches could be grouped are qualitative and

quantitative. Leedy (2005:95) indicates that the purpose of quantitative research is to seek explanations and predictions that will help to make generalisations to other places and persons. The intention is to establish, conform or validate relationships that would assist developing generalisations that contribute to theory. While qualitative research helps to understand complex situations, qualitative research is often exploratory in nature and observations are used to build theory.

In determining whether the approach would be qualitative or quantitative, the researcher needs to choose whether the research would be an action research where the focus should be on finding solutions to a particular problem in a specific situation; or a case study where the study concentrates on a single case or a few cases. For example, the unit of study could be a school, a district or a department. The researcher could use *ex-post-facto* research where the investigation considers conditions that occurred in the past and collects data to enquire the possible relationships between certain conditions which are occurring and other possible future conditions.

In an observation study, particular aspects of behaviours are observed systematically with as much objectivity as possible. While the developmental research is aimed at the observation or description of phenomenon studied along longitudinal level, depending on the period of time available for the study or comparing people of different age groups in cross-sectional study.

In the context of this study, data collected shall mainly be both qualitative and quantitative approaches because it aims to evaluate the effectiveness of

the NCS and National Protocol Recording Reporting in addressing aspirations of learners. The descriptive method would assist in understanding assessment practices at schools, what the attitude of educators is towards NCS and NPRR and how learners perform.

Orstein and Huskins (1993:338) are of the opinion that there are many realities which are influenced by one's value system. This study relies on the perceptions of educators on the worth of the program. The National Curriculum statement was introduced in grade 10 in all public schools in 2006 and required all educators to assess learners according to certain criteria. Due to organisational limits and material resources it was not possible to include all public schools in the study. Merriam (1998:43) points out that there is a need to provide criteria for selection. Hence, public schools in the Mopani District were selected as part of the study because (1) by design these schools form part of the education system and were directly or indirectly involved in curriculum issues, (2) specifically required to implement education policies, (3) permission was granted to conduct the research in the district, and (4) the schools in the district had been oriented on the Outcomes Based Assessment.

The total number of these public schools offering grade 10-12 in the Mopani District is 254. These schools form the population for the study and comprise of historically all white, black, rural, urban and semi-urban schools in the district. The schools are clustered into circuits, but the number of schools in the different circuits is not equal. The circuits are grouped into five clusters. The circuits in the different clusters are also not equal.

To reduce any likelihood of invalidity Schumacher and MacMillan (1993: 413) argues that a sample should be used to assist in developing an authentic research report. In this study a sample size of 20% of the population shall be drawn using a systematic sampling method in order to ensure that all circuits are represented. Thereafter a proportional stratified sampling method to determine which schools are to be involved in the study shall be employed.

Data shall be gathered by way of a questionnaire, interviews and assessment record. Two different questionnaires shall be used, one for school managers and the other for educators who are policy implementers. Data shall be analysed through the use of a computer program.

9. PROPOSED STRUCTURE

Chapter One: General orientation This chapter will present background to the study, motivation, objectives, statement to the problem that highlighted the relationship between public administration and policy analysis as well as understanding public policy and practice. The conceptual framework and the method of study were explained that assisted in providing the rationale for the study. Limitations associated with the study were pointed out as well as the significance of the study. Key concepts used in the study were highlighted.

Chapter Two: Research methodology In this chapter the research method and design will be highlighted. The data collection instruments were explained. The chapter also provided clarification on how data will be analysed. A brief clarification of validity and reliability was given.

Chapter Three: Public Administration, Deals with public administration and management as well as public policy. The National Policy on Recording and Reporting and Assessment Policy will be highlighted.

Chapter Four: Policy analysis Theory on policy-making and policy-making environments were discussed. Models of policy implementation and policy-making in South Africa were highlighted.

Chapter Five: Data collection Focuses on the implementation of the research methods and recording of raw data.

Chapter Six: Data analysis: The focus of this chapter is on analysis of data collected from respondents.

Chapter Seven: Conclusion and recommendation Synthesis, further findings of the research and concluding remarks will be stated.

10. Conclusion

In this chapter the following areas received attention: background, motivation, statement of the problem, aims and objectives, significance of the study, research methodology, key concepts and limitation and constraints. The next chapter shall concentrate on research methodology and data collection.

CHAPTER TWO

RESEARCH METHODOLOGY

1. INTRODUCTION

There are various research methods that can be used in Public Administration. The nature of the discipline and the process required to generate debate that could lead to policy formulation, necessitates this study to use a variety of research methods that could assist in arriving at legitimate conclusions. Johnson (2002:5) indicates that researchers in Public Administration accept that things are knowable and can be quantifiable, but on the other hand, due recognition should be given to the growing importance of intuition, vision and reflective thoughts as sources of knowledge. This, therefore, suggests that other research methods other than the quantitative could generate knowledge. This study shall rely on qualitative method to analyse how schools manage and implement the National Curriculum Statement and the assessment policies and quantitative research method to determine how many educators are aware of, and understand the policies that govern their practice.

The research will provide a rationale for the choice of a qualitative research design for this study. Various qualitative research methods will be explained and the impact of this type of method at arriving at the conclusions reached shall be described.

2. Types of research

A research methodology defines what the activity of research is, how it progresses and what constitutes success. There are various kinds of research methodologies such as qualitative and quantitative approaches.

Quantitative research is used to answer questions about relationships among measured variables with the purpose of explaining and controlling phenomena, and it seeks explanations in order to make predictions that could be used to make generalisation to persons and new situations. The approach relies on the use of experiments to confirm or validate relationships that exist within the phenomenon under study.

When using a quantitative approach, the researcher needs to choose methods that would allow the researcher to objectively measure the variables and be able to draw conclusions that are not biased. In using this method the researcher is guided by carefully structured guidelines such as how hypothesis could be formulated and methods of measurement that have to be defined, Leedy and Ormrod(2005:95). Specific methods of collecting, analysing and reporting data, according to Leedy and Ormrod (2005:96), need to be identified and standardised with the intention to ensure objectivity and allow for the use of statistical analysis. This would enable findings to be reported through the use of numbers, statistics and aggregated data.

In this study a qualitative approach shall also be used, as it will assist in understanding how educators perceive the implementation of the National Curriculum Statement, how assessment is managed and whether the policy

documents that guide them in assessing the performance of learners are available to schools.

2.1. Qualitative research

Qualitative research methodology does not necessarily have to rely on numerical data to draw conclusions. Researchers who use this method to collect data operate under the assumption that reality is not that simple to be divided into clear measurable variables. These researchers believe that reality could be represented in the form of words, images, gestures or impressions which participants see or experience in real life situations, Leedy and Ormrod (2005:100).

Unlike in natural sciences where experiments could be concluded in a laboratory, in Public Administration the natural environment represents the laboratory where the researcher should observe the phenomenon. In this environment the researcher should use systemic observation to understand why the world works as it does. The research should, according to Leedy and Ormrod (2005:106) focus on phenomena in the 'real word' in order to get at what is quality meaning, and content or imagine reality in what people actually do instead of what they say they do. The researcher should study the phenomena in all its complexity. As pointed out by Leedy and Ormrod (2005:107), qualitative research should recognise that the issue under study has many dimensions and layers which should be portrayed in its multifaceted form.

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Denzin and Lincoln (1994:2) states:

> *Qualitative research is a multi-method focus involving an interpretative naturalistic approach to its subject matter. This means that qualitative researchers study things in their natural setting, attempting to make sense of, or interpret phenomena in terms of meaning people bring to them. Accordingly, qualitative researchers deploy a wide range of interconnected methods, hoping to get a better fix on the subject matter at hand.*

This research studies how assessment policy is managing the implemented and managed in the senior certificate band in public schools. The research was conducted on how educators take a critical look at their method of assessing. The aim was to find out whether educators have the necessary skills and knowledge to manage the processes during the implementation of assessment policy in the public schools.

A researcher should bear in mind that qualitative data does not necessarily have a single ultimate truth, rather that there are multiple perspectives held by individuals and these view-points have equal truth or validity of the phenomenon, Creswell, (1998:17). Babbie (2005:148) indicates that validity is a term used to describe a measure that accurately reflects the concept that it is intended to measure. Therefore the qualitative researcher as pointed out by Creswell (1998:17), should be willing to spend extreme time in the field to collecting data, accessing and getting an inside perspective on issues at hand.

The researcher in this study is a curriculum advisor and some of his key functions include supporting educators in implementing National Curriculum Statement, determining areas where educators need assistance and training them on curriculum matters. This requires him to spend time with educators which afford him the opportunity to gather information on how National Curriculum Statement is being implemented in some schools. The qualitative research approach will therefore be best suited for this study.

Qualitative research studies according to Leedy & Ormrod (2005:134) serves one or more of the purposes such as:

- Description: Where the nature of certain situations, setting, processes, relationship, system or people can be revealed.

- Interpretation: This enables the researcher to gain new insights about a particular phenomenon, to develop new concepts or theoretical perspectives about the phenomenon, and/or discover the problems that exist within the phenomenon.

- Verification: Allow researchers to test the validity of certain assumptions claims theories or generalisations within real world contexts.

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- Evaluation: This provides a means by which a researcher can judge the effectiveness of particular policies, practices innovations.

This study shall be guided by the abovementioned purposes of qualitative research as it seeks to evaluate the effectiveness of the National Curriculum Statement and National Protocol for Recording and Reporting, in addressing the learners' aspiration. At the same time the researcher would be conscious of the fact that there are numerous problems within the schools that impact on the successful implementation and management of educational policies. In order to evaluate the effectiveness of this policy, teachers' practices and their innovations in the implementation of such policies, the researcher should attempt to understand the situation, processes, systems, people and the relationships as they manifest in the school context. The study should endeavour to describe and explain what really happens in relation to assessment practices without making value judgments or attempt to induce any changes to the practice.

The qualitative research is one of the methods that could enable the researcher to gain access into the teachers' understanding, knowledge, beliefs and actions. This type of research method does not allow the researcher to identify cause- and- effect relationship or what causes what, Leedy & Ormrod (2005:137). The role of politics, economy and cultural influence in this complex social organisation should not be ignored. This method could accommodate and account for the complex and different views that manifest themselves in a school as a social setting. This will therefore

require the researcher to consider perspectives of teachers' selected in the sample, their experience and views when collecting data.

3. Research design

There are three prerequisites to the design of any research (Cohen and Manion, 1989:99). The specifications are:

- the exact purpose of the study
- the population on which the study is focused
- the available resources.

4. Purpose of the study

The researcher should identify and itemise the topics so that specific information requirements relating to the central purpose of the study and each of the issues under review, could be formulated. This will help in deciding on the most appropriate ways of collecting items for the study.

The purpose of this study is to provide a broad framework on policy analysis as a context to:

- understand the National Curriculum Statement and National Protocol for Recording and Reporting, and how these policies are managed
- analyse assessment practices at schools.

5. Population for the study

Identification and specifying of the population to which the enquiry relates is the second step in the research design. These specifications would influence both the sampling and resources, Leedy & Ormrod (2005:276). The population for this study shall consist of all the 254 schools in the Mopani District who offer tuition in the Further Education and Training Band. These schools should be public schools and offering Grade 10 – 12 classes during 2008 academic year.

The administration and management of schools in the district is decentralised into 24 circuits and these circuits are grouped into six clusters; namely Bolobedy, Giyani, Mamaila/Sekgosese, Ritavi, Phalaborwa and Thabina. The schools in the circuits are not distributed equally and the number of circuits in each cluster is also not equal. Due to the number of schools involved and the distances between schools a sample to learn about the larger population shall be drawn.

6. Sample

Mulder (1982:57) indicates that it is not always possible to include everyone concerned in investigating a phenomenon. In such an instance, the researcher will concentrate on a smaller group called a sample from the population that has particular features. The sample according to McMillan and Schumacher (1993:159) consists of individuals selected from a large group of persons. This smaller group according to Clarke and Cooke (1994:33) and Babbie (1995:226) should be a subset of the population from which the researcher

wishes to collect information for the purpose of drawing conclusions and to make generalisations. The sample should be carefully chosen to enable the researcher to see all the characteristics of the population in the same way the researcher would have, had he examined the total population. In other instances the researcher could select biased samples which are incidental. Mulder (1982:59) indicates that a biased sample is a sample in which a researcher has consciously excluded certain members of the population; while incidental sampling would mean that the researcher is limited to the group for his research project.

For the purpose of this study, each cluster should be represented. A proportional representative sample of 25% of the schools in each cluster was chosen. The 254 schools in the district were grouped into 24 circuits. The circuits are grouped into clusters. All the schools are allocated numbers to assist in sampling. An incidental biased sampling method was used to determine which schools in the different clusters should form part of the study. This type of sampling was aimed at ensuring that at least all the clusters are represented. From the sample only educators who offered lessons in grade 10, 11 and 12 formed part of respondents because the study intended to determine how they implemented the assessment policy.

Literature on policy analysis and management shall be used to determine the framework within which the management of the National Curriculum Statement and National Protocol for Recording and Reporting could be understood. Data on how the National Curriculum Statement and National Protocol for Recording and Reporting are implemented shall be collected through scrutinising observation records, documents and also through the

questionnaire. Interviews shall be conducted to probe deeply to seek clarity on areas that were not clear from the questionnaire and for the purpose of triangulation.

Challenges relating to the use of interviews as the main source of gathering information influence the size of respondents. The amount of time required to conduct interviews and the tight schedules that these respondents operated under might have contributed to the number of those who were willing to form part of the study. To this end a structured questionnaire was used rather than interviews because respondents could choose not to proceed and they could complete the questionnaire at leisure.

Fox (1969:549) states that a questionnaire is an instrument that is used by a researcher in an impersonal way to obtain information from respondents in a written way. The researcher is of the opinion that respondents could be objective if they are not subjected to a hostile environment. The questionnaire according to Mahlangu (1989:79) should be completed without any outside influence. The use of the questionnaire is also influenced by the situation in which the research is conducted (McMillan, 1989). It is pointed out that should a researcher wish to develop a new questionnaire, (s) he should justify why a new instrument should be developed since in many instances existing instruments could be used and/or adapted for use.

When developing questions to be used as items for the questionnaire, the researcher should bear in mind the objectives to be achieved. A choice between open or unstructured and closed or structured questionnaires should be made because if respondents perceive the questionnaire as demanding, the

likelihood is that they might not complete it. Mahlangu (1989:80) indicates that the use of a questionnaire in a research is regarded as a lazy man's way of gathering information, because respondents in a structured questionnaire merely choose answers from those provided. However, the use of an unstructured questionnaire demands more time from respondents and that could lead to them becoming reluctant to complete the questionnaire. The objectivity of responses from an open questionnaire might be questionable because respondents might be given more latitude in responding to items.

7. Construction of the questionnaire

After defining the objectives of the study and ascertaining that there are no existing instruments that could be used, persons conducting a research may write questions that could be used to generate responses and also consider the format to use when compiling the items. McMillan (1989) suggested ways that could be considered for writing effective statements or questions as a guide to writing items that would yield valid and reliable responses. The following suggestions by McMillan shall be borne in mind when developing a questionnaire for this study:

- Make items clear: An item is regarded to be clear when it leads all respondents to interpreting it the same way.
- Avoid double-barrelled questions: Double-barrelled questions contain two or more ideas. McMillan believes that if respondents were given an opportunity they could answer each statement differently.

- Questions should be simple: Long and complicated items should be avoided because they are difficult to understand, and respondents may be unwilling to try to understand them.
- Avoid negative items or biased and misleading questions: If the respondent is given hints as to the type of answer the researcher would prefer, there is a tendency to give the desired response.
- Respondents must be competent to answer: Questions that require respondents to recall specific incidents are subject to inaccuracy because respondents cannot reliably remember the incidents. Questions should be formulated in such a way that respondents are able to provide reliable information.
- Questions should be relevant: These are questions that are important to respondents, and address things that they care about.
- Ask sensitive and personal questions last.
- Use an indirect or third person approach to sensitive questions.

In addition to the abovementioned suggestions to be considered in developing a questionnaire to help improve the validity of the instrument, and therefore the conclusions to be reached from the data gathered, the researcher should be guided by the Ethical Protocol that indicates that the respondent could choose to be part of the study and discontinue at any time. The subjects should be afforded sufficient time to decide if they want to participate without any major inducement. The respondents have the right to know the type of information required of them. Questions posed to them should be clear and frank.

According to Denzin and Lincolin (1994:90) it is important to emphasise that the participant should be aware of an informed consent clause by which the subjects of research have the right to be informed that they are being researched and be told about the nature of the research. In collecting data one needs to be careful about the sensitivity of one's respondents. It would be unethical according to Kumar (1999:192), to consider collecting information without the knowledge of the participants, or without informing them and requesting their willingness to consent. McMillan and Schumacher (1993:183) posit that informed consent implies that the subjects have a choice to participate or not. In this research project, the researcher applied for informed consent before the implementation of his research methods.

The researcher requested permission to conduct research from the Limpopo Department of Education. A request to conduct research in FET public schools within the Mopani District was made. In the request letter, the researcher stated clearly what the research was about and who the researcher wanted to interact with (see Appendixes B and C). The safety and confidentiality of respondents was ensured through maintenance of a high level of integrity. Because the subjects of the interviews are human beings, extreme care must be taken to avoid anything harmful to them (Denzin and Lincoln, 1994:372) and the researcher must inform the subject of any risk or stress, if any is involved (McMillan and Schumacher, 1993:183).

There are both advantages and disadvantages associated with the use of a questionnaire. The following are arguments against the use of a questionnaire as an instrument to gather data:

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- The researcher might not be able to clarify uncertainties that could lead to misleading conclusions.
- Some educators might be tempted to give responses that they believe are preferred by the researcher. Since the researcher is a curriculum advisor, respondents could perceive him as part of the system.
- The cost associated with postage could be high if a sample is very large.
- The completion of the questionnaire could be perceived as an add-on to the educators' duties which might result in some of them not returning, or returning an incomplete questionnaire.

Notwithstanding the challenges, the questionnaire as data-gathering instrument in social research has a number of strong points such as the following:

- A large number of respondents could be reached. For this study, a sample consisting of twenty-five percent of the schools in the Mopani District is targeted. The total number of schools is 254 and twenty-five percent thereof is sixty-three. The minimum number of educators per school shall be 7 because learners are supposed to be registered for 7 subjects per grade in the National Curriculum Statement. The total targeted respondents shall be five-hundred-and-four made up of sixty-three schools multiplied by 7 educators plus sixty-three school managers.
- Very little writing is required in completing the questionnaire. A structured questionnaire in this study shall be used in order to reduce the amount of time to complete it. This shall reduce the perception

that the questionnaire is an add-on to the educators' workload because this might lead to an incomplete questionnaire.

- Most schools in the district could be reached.
- If items are well-structured, the need to probe deeper and clarify misleading items could be minimised.

In order to yield information that should lead to a reliable conclusion, statements and questions that are included in the questionnaire should be valid.

8. Validity

The validity of the assessing instrument is dependent on the extent to which the instrument as a research tool relates to its appropriateness for assessing what it intends to assess, Leedy and Ormrod (2005:28); Mahlangu, (1989: 83); and Mulder, (1982:215). The appropriateness according to Mulder (1982:15) means the degree to which scientific explanations of phenomenon matches the realities of the world. In research as indicated by Bernard (1995:35) nothing is more important than validity, as it refers to the accuracy and trustworthiness of the instruments, data and findings. There are different forms of validity which each is important in different situations, Leedy and Ormrod, (2005:92). The following are forms of validity:

- Face validity refers to the particular characteristics of the instrument as a means to convince participants to cooperate.
- Criterion validity is the extent to which results of an assessment instrument correlate with one another.

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- Content validity means to what degree the instrument succeeds in covering the field for which the test is done. This type of validity depends on the respondents' perception of the questionnaire.
- Construct validity refers to the extent to which the instrument measures characteristics that cannot be directly observed but can be inferred from patterns in people's behaviour, Leedy & Ormrod, (2005:92) and Mulder (1982: 216).

Bernard (1995:38) indicates that if data is not valid, neither would be the findings and conclusions from that data. In order to reduce biases and subjectivity the identity of respondents should be kept anonymous.

The questionnaire shall be piloted to a few individuals to determine clarity of statements and questions and also to determine whether items illicit similar responses.

9. Reliability of the assessing instrument

Mulder (1982:209) refers to reliability as the repeatability of a testee's score on the same test on different occasions, or the consistency with which an assessing instrument yields a certain result in different tests with equivalent items, or under different examination conditions, Leedy & Ormrod (2005:29). Reliability of the assessing instrument according to Leedy and Ormrod (2005:93) and Mulder (1982:209) suggest that the researcher should or might get the same answers by using the instrument to measure something more than once. This should refer to the dependability or trustworthiness of the instrument in consistently measuring whatever it is supposed to measure.

Leedy and Ormrod (2005:93) indicate that there are various forms of reliability that include:

- Interrater: this form of reliability indicates that if two or more individuals evaluate the same performance they should give identical judgment.
- Internal consistency: refers to the extent to which all items within a single instrument yield similar results.
- Equivalent form is when two or more different versions of the same instrument yield similar results.
- Test-retest: means that the same instrument when it is re-administered would yield the same results in two different occasions.

In order to enhance the reliability of the measuring instrument, the element of subjectivity should be minimized and the administration of the instrument should be consistent. Leedy and Ormrod (2005:93) suggest that something can be assessed accurately only when we can also assess it consistently. Through the use of a computer data base, programs to organise and interpret data in validity could be enhanced.

10. Conclusion

In this chapter, the methodology that defined the activity of the research, how it would progress and what would constitute the success of this study, was discussed. The qualitative approach to the study was employed as the perceptions of educators were key in drawing up conclusions. The purpose

of the study and the target population of the study were large enough to justify the use of a sample. The sampling method was also indicated. Data shall be collected through the use of a questionnaire that shall be administered to schools in Mopani district that offer grade 10 and 11 during 2007. Advantages and disadvantages of using a questionnaire were outlined. Factors that should be considered when drawing up a questionnaire as well as the ethical protocol for participating in the study were highlighted. Validity and reliability of measuring instruments were discussed. In the next chapter Public Administration shall be discussed.

CHAPTER THREE

PUBLIC ADMINISTRATION

1. INTRODUCTION

There are various forms of contemporary public administration. Some institutions and organisations are partly autonomous but all deliver public services and respond to social issues. These organisations are not mutually exclusive because they have to depend on each other, and must work together to tackle complex situations in order to cope with varying levels of uncertainty, brought about by changing needs of the communities in which they operate. The biggest challenge that is constantly faced by these organisations is to ensure high quality public administration.

Public Administration in broad terms can be described as the development, implementation and study of government policy, Public Administration Review, (1996:247). It is concerned with the pursuit of the public good and the enhancement of civil society by ensuring that the public service is well-run, fair, and that the services are effective in meeting the goals of the state. As a discipline, Public Administration is linked to the pursuit of public good through the enhancement of civil society and social justice in order to make life more acceptable for citizens through the work done by officials within government institutions and to enable these institutions to achieve their objectives at all three levels. Du Toit and Van der Waldt (1999:93) indicate

that for any government to govern the majority of society's needs must be met wherever possible and by so doing public administration will take place.

Public administration as an academic field is relatively new in comparison with related fields such as political science. However, it is a multi-disciplinary field which only emerged in the 19th century. Concepts and theories from economics, political science, sociology, administrative law, management and a range of related fields are used to enrich this field of study. The goals of the field of public administration are related to the democratic values of improving equality, justice, efficiency and effectiveness of public services.

In this chapter the evolution of public administration as it refers to translating out of time, focuses on administrative phenomena by means of looking into the past in order to learn about the present. Caldwell, (1955:458); Raadschelders (1998:7) and Hood, (2000:16) argue that there are many examples of the use of historical research in studying public administration that could further our understanding of contemporary administration. The ongoing debates on the nature and legitimacy of public administration shall be elaborated upon as well as how public management relate to educational management. The environment in which public administration takes place as well as principles that govern the conduct of public functionaries shall be highlighted.

2. Definition of public administration

There is not yet general consensus about the definition of public administration, Fesler (1980:2); Bayat and Meyer (1994:3); Coetzee (1988:16); Fox, Schwella and Wissink (1991:2) indicate that it was difficult to define and describe public administration. Several examples are given about what public administrations are, and Coetzee (1988:16) says that "examples cannot be equated to definitions". However, a number of definitions exist, such as the wide meaning that could be ascribed to public administration based on an open system approach (Fox, Schwella and Wissink, 1991:16) where public administration is said to be:

- that system of structures and processes
- operating within a particular society as environment
- with the objective of facilitating the formulation of appropriate governmental policy
- the efficient execution of the formulated policy.

Coetzee (1988:18-20) provide some of the definitions of public administration as:

1. "The executive branch of government; civil service; bureaucracy; the formulation, implementation, evaluation and modification of public policy. The term represents a broad ranging, amorphous combination of theory and practice whose objectives are to promote understanding of government and its relationships with society, to encourage public policies that are more responsive to social needs,

and to institute managerial practices in public bureaucracies that are designed to achieve effectiveness and efficiency and, increasingly, to meet the deeper human needs of citizens. The term also refers to all employees of government except members of the legislature, the chief executive, and judicial officials, or high-level employees of government departments or agencies that make non-routine decisions that set standards to be carried by subordinates".

2. "Public administration is decision making, planning the work to be done, formulating objectives and goals, working with the legislature and citizen organisations to gain public support and funds for government programs, establishing and revising organisation, directing and supervising employees, providing leadership, communicating and receiving communications, determining work methods and procedures, appraising performance, exercising controls, and other functions performed by government executives and supervisors. It is the action part of government, the means by which the purposes and goals of government are realised".

3. "Public administration is a comprehensive and peculiar field of activity, consisting of numerous activities, processes or functions performed by public officials working in public institutions, and aimed at producing goods and rendering services for the benefits of the community. These activities or functions can be classified into three groups:

- The generic administrative activities or functions of policy- making, financing, organising, staffing, the determination of work procedures, and the devising of methods of control.
- Functional activities peculiar to specific services such as education, nursing, public works, or defence.
- The auxiliary functions such as decision making, data processing, planning, programming and communication, which are necessary to simplify or expedite the execution of the generic administrative functions and the functional activities" Coetzee (1988: 18-20).

The conclusion that could be drawn from summing up of the above-mentioned definitions could be that public administration consists of activities that form part of the executive, as opposed to the legislative and judicial powers of the administrative side of government. Its main objective should be to marshal human and material resources in order to achieve the objective of public policy. That is, the production of certain products and the rendering of services for the benefit of society in order to provide for an acceptable way of life for that society. The success or failure of these activities of the state depends upon how efficient public officials implement policies. Fox, Schwella and Wissink (1991:16) point out that the environment in which these officials perform their activities has a bearing on their ability to achieve goals and objectives of the government.

It should, however, be borne in mind that there are various definitions of what administration and management is and some authors indicate that there is no essential difference between administration and management, but that the difference lies only in their fields of application. Van der Westhuizen

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(199:33) indicates that administration applies to civil service while management is a term used in industry, but both concepts refer to the same activity. The study of public administration could be approached from a historical perspective and by looking at the three categories that management/administration can be divided into i.e. functional, structural and administrative functions.

Among the few authors to define administrative history as a field of study, Caldwell (1955:455) defines it as "the study of the origins and evolution of administrative ideas, institutions and practices". While Raadschelders (1998:7) say administrative history is "the study of structures and processes in and ideas about government as they have existed or have been wanted in the past and the actual and ideal place of public functionaries therein".

One could argue, though, that the focus of administrative history should not be what it is; rather the primary questions should address what public administration is and how *that* should be researched. The text below attempts to put forward arguments that indicate that the study of public administration is intrinsically historical, aimed at grasping reality of the past.

There are various viewpoints on what public administration is and how it came to being as both a discipline and as a practice. Hanekom and Thornhill (1988:46) state that public administration developed historically within the framework of community services. This indicates that public administration as a practice could be traced to the historical epoch by looking at the literature that contributed to making public administration a science.

It was necessary to briefly look at the early writers on public administration in this study as some of their views could have had an influence on administration and policy development in South Africa and in education in particular.

3. Views on public administration

The historical development of public administration could be traced to the generations of writers on the subject. These generations of writers consist of (i) the pre-generation, (ii) the first generation, (iii) the second generation, and (iv) the third generation. Shafritz and Hyde 1997 listed these authors in a chronological order according to their contribution to the development of public administration as a field of study and classified them into five parts where (i) Part One is referred to as "Early Voices (1880 to 1920s)". These were authors like Von Stein and Woodrow Wilson, who argued that the object of administrative study to discover, first, what government can properly and successfully do, and secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy.

(ii**)** Part Two was referred to as "The New Deal to Mid-Century'' (1930 to 1950). The contributors were E. Pendleton Herring (1936); Luther Gulick and Lyndall Urwick (1937); Louis Brownlow, Charles E. Merriam (1937); Chester I. Barnard (1938); and Herbert A. Simon (1946) who advocated a rational approach to decision making, and Dwight Waldo (1953).

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(iii) Part Three was the period between 1950 and 1960. Contributors during this period are grouped according to particular themes on which they wrote, for example, Frank J. Goodnow, Paul Appleby and Herbert Kaufman concentrated on 'The Political Context of Public Administration'. This theme has a profound influence on policy development because policies of government are in essence policies of the ruling party and the administration is formed by men and women who are voted into power by the electorates. A theme on "bureaucracy" received special attention from writers like Max Weber, Robert K. Merton, Downs, A, and Lipsky, M. (iv) Part Four commenced 1970 and ended in 1980. During this period authors wrote on a variety of themes. For example, H. G. Frederickson's work was on 'Toward a New Public Administration', while Naomi Caiden authored 'Public Budgeting Amidst Uncertainty and Instability'. Topics like 'The Possibility of Administrative Ethics' by Dennis F. Thompson and 'The Seven Deadly Sins of Policy Analysis' by Arnold J. Meltsner contributed to shaping public administration theory and practice in order to address the challenges of the 70s and 80s. Part Five is regarded as 'The Transition to the New Century'. During this period, authors such Camilla Strives; Patricia Wallace Ingraham; Michael Barzelay; and The National Performance Review, wrote on the following 'Towards a Feminist Perspective in Public Administration Theory'; 'Changing Work, Changing Workforce, Changing Expectations'; 'Breaking Through Bureaucracy'; and 'From Red Tape to Results: Creating a Government That Works Better and Costs Less', respectively.

When considering the 'Four Generations' as indicated in Wikipedia and the four parts detailing the chronological listing by Shafritz and Hyde, it is evident that those who contributed to the literature on public administration

when writing, were influenced by the problems they perceived as having an influence on how they were governed. The emphasis during the pre-generation was on the problems of morals and politics as well as on the organisation of public administration. The operation of the administration received very little attention at the time. After the birth of the national state, writers on public administration stressed the need for a model of the administrative organisation that would be able to (1) implement law and order, and (2) be able to set up defensive structures. This led to the birth of a modern science of public administration.

The works of Lorenz von Stein on public administration was considered as the first science of public administration because he integrated views from sociology, political science, administrative law and public finance and showed that public administration as a discipline was an interaction between theory and practice. These views are most relevant to this study because the success of any policy proposal is determined by how well it addresses the needs of those it was developed for, since policy implementation is the interface between the policy proposal and service delivery.

Woodrow Wilson who is also classified as one of the 'First-Generation' writers is considered to have influenced the science of public administration because of his arguments for:

1. the separation of politics and public administration
2. consideration of the government from commercial perspective
3. comparative analysis between political and private organisation and political schemes

4. indicating that effective management could be reached through training civil servants and assessing their quality.

Woodrow Wilson who wrote "The Study of administration" in 1887 was of the idea that civil servants should be knowledgeable on taxes, statistics and administration because policies of governments largely depended on revenue generated through tax and the spending was guided by the number of individuals that the policy is intended to address. His idea that there should be separation of politics and public administration influenced the writers who are classified as the Second Generation, such as Gulick and Urwick who believed that both private and public institutions could be improved through the application of Henri Fayol's scientific management theory.

The Third Generation writers questioned the idea of separation of politics and public administration. During this era there was a plea for bureaucracy, particularly in the United States after the Watergate scandal and the unsuccessful American intervention in Vietnam. Some authors argued that national bureaucrats might seek to increase their budgets while the pluralist maintained that officials are more public interest-oriented; that the spending might be more in areas of police and defence but not in areas like welfare state spending. This could be true in the case of public schools and the resources allocated to them.

The arguments brought up by these 'generation' authors as it were, were that the science of administration should focus primarily on governmental organisation and that public administration should be bureaucratic, raised a number of questions regarding public administration. However, the evolution

of public administration was discussed in this study to help classify literature on public administration into various schools of thought and also to understand what informed the different authors to write as they did. This classification provided an idea of the extent to which theoreticists started differing, Botes, Brynard, Fourie and Roux, (1992:280). Classifying literature into different schools of thought could assist in understanding the philosophy behind formulating the type of policies that are to be implemented and also the motivation behind redesigning policy during implementation. According to Botes, Brynard, Fourie and Roux (1992:280), new theories about administration can only be discovered through the study of administrative work. Therefore theories about the truth on policy implementation can be discovered and developed through studying policy implementation. Challenges that are faced by implementers could assist in understanding why certain policies are modified during the implementation phase or why they end up not seeing the light of day.

Authors like Golembiewski, R., Likert, R., Herzberd and Maslow, A., who form the School of Human behaviour, describe how administration takes place among people where informal characteristics of the organisation are included, are valuable as this indicated the root of street-level bureaucracy. While the views of M. Weber, H. Simon and others who introduced principles of bureaucratic models indicated that the control system should be based on rational rules in order to regulate the organisational structure and processes. The organisational structures are designed to ensure implementation of programs and to ensure accountability. The organisational structure should be in such a way that conflict is minimised. The conflict could be to wrong assumptions that informed the policy proposal or the

allocation of resources for implementing the policy or it could be due to capacity of the implementing agent. If, for instance, conflict relating to policy communication arises and the relevant organisational structures are in place, then the institution could address the conflict in time to allow implementation to proceed. When the formal organisational structure is not strong, in some instances the informal structures do assist provided the two have a common objective that should be achieved. Chester Barnard argues that any organisational units consist of both formal and informal structures because of its bureaucratic nature. Theories that should assist in decision making processes, such as using business techniques to public administration issues or using administrative processes should be clarified in order to reduce conflict.

Looking at the different schools and the contributors, one can conclude that public administration is universal and that it is performed by various people and taught by different universities. This raises a question of what should be acceptable Public Administration to be taught. The approach that should be followed as an acceptable curriculum will require that institutions justify why a particular approach was selected and regarded as acceptable. Methods used to arrive at such a decision should be explained to the students, Botes, Brynard, Fourie and Roux (1992:284). Practitioners are required to take decisions guided by logic and scientific methods.

Public administration is based on various theories and it could be viewed from (1) the all inclusive approach where all activities of an institution are regarded as part of administration. The exponents of this approach believe that administration is a planned approach to be used in solving different kinds of problems in different groups and individual activity. Botes, Brynard,

Fourie and Roux (1992.295) argue that this approach could not be used draw up generalisations and therefore a curriculum for Public Administration because the approach is illogical and not systematic, (2) the functional approach suggest that the administrative divisions are confined to white collar duties, (3) public management is basically a South African approach where basic principles of Public Administration are used as a point of departure. It is indicated by Botes, Brynard, Fourie and Roux (1992:297) that (i) even though government institutions functioned like a business enterprise and that they are managed, we cannot equate public management to public administration, (ii) public management is part of public administration, (iii) not all business management principles could be applied to Public Administration because in public institutions the norm is service, not profit; and (4) the generic approach that suggests that all activities of the organisation at various levels should be involved in varying degrees in the quest to achieve the goals of the organisation. The goal of institution should consist of (i) financing, (ii) organising, (iii) control, (iv) procedural analysis, (v) policy determination, (vi) decision-making, (vii) goal determination, and (viii) management. Management in this case is regarded as a link between functional administrative domain of public administration and the administrative domain.

4. Functional Definition

The search for a practical difference between politics and administration has been a central theoretical concern in traditional public administration. Scholars after Woodrow Wilson's writing on the study of administration have been preoccupied with establishing the possibility of distinction

between politics and administration. The Traditional Public Administration model by Palumbos (1988:95) highlights this view-point. According to this model, public administration should concern itself with the carrying-out of government policies that are developed by the politicians or established based on a political process. Allocations of funds in the form of grants are at administrative discretion of the legislature treasury, to facilitate the implementation of policy, Cloete (1994:68). The enforcement of policy rests with the political officials in the three spheres of government and by the judiciary. Public administrators are perceived to perform administrative activities that are aimed at the policy implementation function. However, public officials because of expertise gained by bureaucrats during implementation could advise their political superiors of the likely success of proposed policy changes. This role could also be enlisted during the formulation phase.

In practice, administrators through their interaction with the public are overtly influencing the policy process when they write regulations, establish work procedures and specific requirements of the regulation that assist in the implementation of the policy. This analog suggests that politicians and administrators share participation-making policy and in administering the policy.

5. Administration as a structure

Structural administration is a social process that is concerned with organising human and material resources in a unified system to accomplish a pre-

determined objective. This process will focus on the policy cycle processes including implementation, in particular of the government units such as Health, Finance, Security, Public Administration and Services, Education and other departments. The process relates to how activities form - what is referred to as department structures.

In Educational administration as one of the National Departments, the education system should be structured in such a way that departmental policies could be implemented. The government should provide the necessary legislation for the proper functioning of the system. Educational administration should provide the space and place, facilities and means to ensure that education takes place. The educational administration structure is divided into national, provincial, districts, circuits and school which is in line with the three tiers of government.

Within these administrative structures there are political structures which influence the type of policies that are developed and the processes that are followed during implementation. Its relevance to the administrative structure and policy implementation depends upon its instructive value. Its ultimate justification depends upon its success in getting the relevant role players to contribute to the solution of administrative structure and development of relevant policies to address the identified problems, Adams (1992:370). However, the relevance of the political structures within the administrative structure depends on its practical ability to control actions of politicians and to develop their capacity to create policies and programs that help the administration to deal with today's challenges and the shaping of society in the future.

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6. The political and administrative system

Various methods have been used to explain where and how public administration fit in the administration of a state. The system approach could provide insight into the roles of organisational structure (in the case of this study, the role of school managers and educators in the assessment of learner performance), the political players and the electorates. The main objective of public administration in this context would be on the identification of decision-makers and determining the contributions of other role players.

Owens (1970:127) states that administration involves the process that helps the organisation to operate its mechanism in order to achieve its goals. This means that the central purpose of administration in any organisation should be to coordinate the activities of officials in accordance with certain policy, to coordinate the application of policies and to establish channels through which the policies could be improved by those who apply them.

Therefore those entrusted with carrying out the implementation at various levels and the corridor through which policy ought to travel, the implementation process including the boundaries that limit implementation should concern itself with coordinating, controlling and directing human energy in order to achieve educational objectives in the form of policies that have been formulated by the government. The administrative capacity of implementers to carry out the desired changes gives room for street level bureaucracies to function.

The challenges that these managers face are how to determine effectiveness, since there is no general criteria available. According to Van der Westhuizen (1994:364) parents, teachers and pupils could use a different evaluation criteria to the one that is used by the superiors and the department. It is generally accepted that school managers exert considerable amount of influence on the quality of education, Van der Westhuizen (1994:365); and the effectiveness of the school management has a direct bearing on how the school performs.

In schools, principals are managers who are also required to use human resources to achieve the goals that are stated in national, provincial and district policies. The National Curriculum Statement is one such policy where a school manager oversees its implementation. This policy is supposed to address the imbalances of the past education system.

Christopher, Jewell and Glaser (2006:335) indicate that "the way frontline workers in human service organisations implement policy is greatly influenced by how their jobs are structured within particular organisational settings. The effectiveness of the organisation is influenced by the environment and culture of that organisation. If the environment is favourable, educators will be able to carry out their functions efficiently. Assessment is also part of this function and it rests on sound and meticulous methods of recording learner achievement, Du Preez (2003:6). Assessment can succeed only when educators are committed, understand principles and processes and are willing to accept the underlying principles that are stated in National Assessment Guidelines, Kelly (1989:19). Assessment will

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therefore require educators to constantly make decisions and judgments that are fair and reasonable.

The school manager should arrange work-related conditions that encourage success by utilizing the skills and abilities of their subordinates, Kroon, (1995:9). In order for the organisation to be effective in meeting its objective, the school manager should plan, organise, control, activate and communicate the activities of the school as a unit, Kroon (1995:13)) guided by the principles of reasonableness and fairness. As public officials they are expected to promote the welfare of society and should be fair to those affected by their decisions.

The environmental transformation model that consists of inputs – transformation process – outputs depicts the system that the school operates in. There are inputs such as broad governmental policies, human resources, vision and mission of the department, material available for teaching, methods used and other stakeholders' expectations of the school which put constraints on how the school should function, will have an influence on policies implemented.

The transformation processing model helps to explain how the needs, desires and wants of the school community and the community in which it operates are processed by the state. These inputs should be matched with the environmental constraints such as human capital, resources available and broad policies of the states. These inputs must be absorbed and processed by the political system power relations, structural systems that comprise of the bureaucratic expectations and the individual institutional system that has its

political and cultural dynamics in outputs. The outputs could be legislation, budget or a decision. The decisions at an institutional level could lead to job satisfaction and achievement of the overall quality of the intended beneficiary, or it could lead to the discrepancy between actual and expected performance.

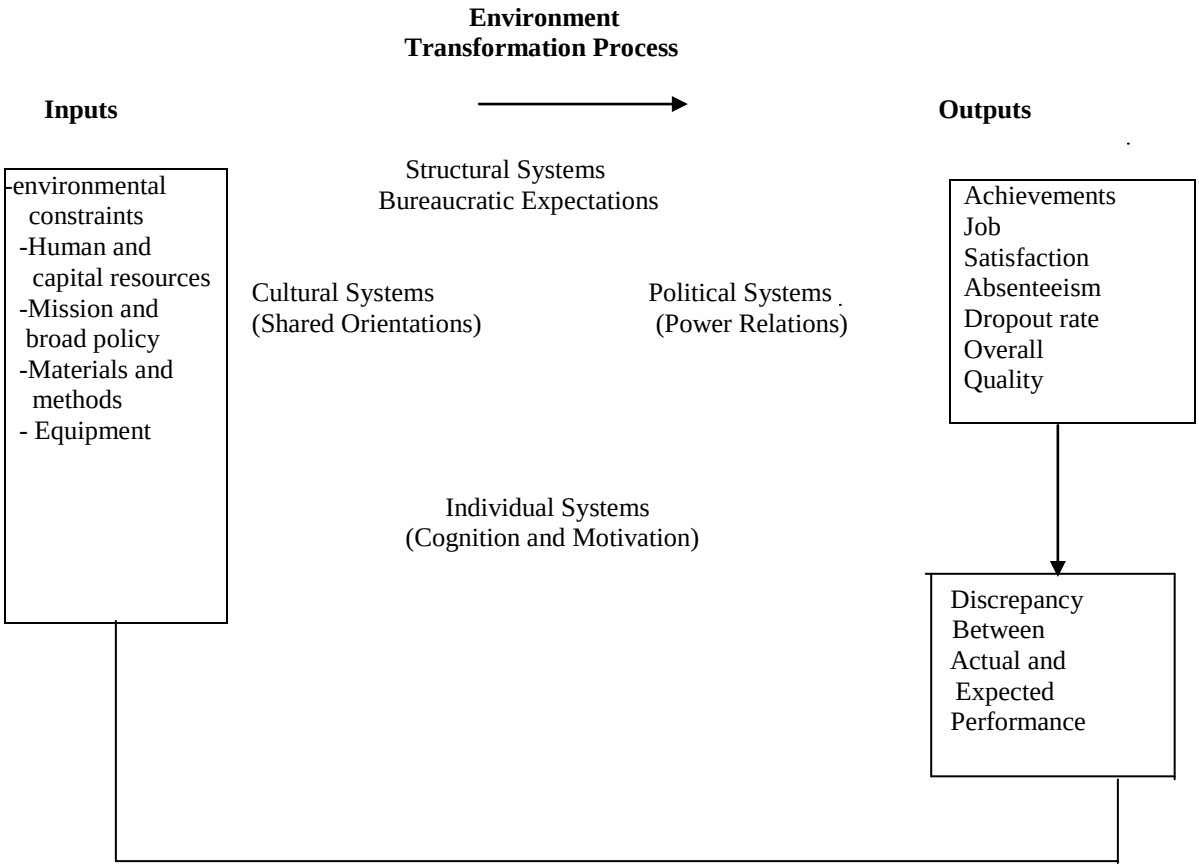

Figure 2

The model could shed light into the assessment processes followed by schools and the perceptions raised, Sayed and Jansen (2001:241) when they questioned:

- whether there was an audit on educators' preparedness in respect of the new curriculum
- what the culture of teaching and learning was

- whether the weakness of classroom practice, teacher management performance and the availability of materials were ever accounted for.

Jansen and Christie (1999:153) argue that the principle of introducing Outcomes Based Education (OBE) in schools was not grounded in curriculum change experiences of other countries with similar initiatives; that OBE will undermine the already weak culture of teaching and learning in South African Schools and escalate the administration burden of change, which is compounded by rationalization and restructuring and that OBE was an act of political symbolism of the state; an attempt to create policy credibility for a Ministry of Education that it is delivering on transformation, Jansen and Christie (1999:153).

Educational practices, according to Miller, Raynham and Schaffer (1991:277) is in fact one of the main determinants of the form and content of the struggle in the educational arena which is based on value systems. "What is happening, though, is that in line with overall government strategy, concessions are being made in order to accommodate the aspirations of sons and daughters of the middle class". This could be explained by comments by the Deputy Director-General for Further Education and Training as reported in the City Press dated 2006-12-17, that the introduction of the National Curriculum Statement and the new pass requirements for grades 10, 11 and 12 are aimed at improving the quality of education in general that the average child from a poor background would normally not have accessed.

In view of the above, it could be stated that the management of policy will be influenced by the administrative role of managers who have a responsibility

for authority over the implementation of educational programs and staff. They should establish systems of accountability of educators as well as ensuring that these educators are trained within the context of National Curriculum Statement.

The management teams should assist educators to continuously learn new ways improving their skills, knowledge and information that is work-related. Given the nature of schools as an organisation with cultural dynamics and belief systems, as well as a specific way of doing things in schools, these organisations by their nature are bureaucracies in themselves, because educators:

- Have a wide area of discretion when they perform their professional work.
- Goal expectations for the schools that they work in tend to be ambiguous, conflicting and vague.
- Performance orientation towards goal achievement is seen to be difficult and sometimes it tends to be difficult to assess.
- Have their activities distributed as official duties which are not changed easily.

Educators, according to Kwarteng (2008), use their creative skills, knowledge and educational systems to invent their own methods that would enable them to deal with their professional obligations. Since they are constantly in contact with the public (their customers who are learners) they use their discretion in implementing policies by determining how certain policies or part of certain policies could be implemented. The powers these

officials have, determine the effectiveness or ineffective implementation of policies. Lipsky (1980:5) refers to those who interact with the public and also having substantial discretion in the execution of their work as "street-level bureaucrats''. These street level bureaucrats should not be seen as only policy implementers but rather as crafters of policy, because they ought to respond to the individual needs or characteristics of the learners that they serve/teach. In the historically black schools educators have to deal with large classes where individualisation is not possible. The method of delivering content requires educators to employ mass production approach, when at best, these street level bureaucrats invert benign modes of mass processing that more or less permit them to deal with the public fairly, appropriately, and successfully and avoid giving in to favouritism, stereotyping and re-usable routine. This could create room where educators as service providers, ultimately become the policy makers.

7. Teachers and bureaucracy

Due to the nature of the education system and the large number of middle-men, the government had to make decisions which affect many people and the bureaucrats (teachers) had to implement those decisions. Lewis (1984) indicates that policy entrepreneurs are likely to be bureaucrats since they often are the ones who give life to administrative agencies, secure their power, and use them to get control of the policy process because of the nature of the knowledge that they possess. Administrators, according to O'Toole (1989:2) are involved in setting policy agenda and oversee the routine implementation of government programs**.** Therefore, they hold on to

their idea until an appropriate opportunity arises to influence or move it to the institutional agenda.

These administrators and educators had to keep records of learner performance, create reports and develop teaching programs as well as develop assessment tasks. The role of the government becomes an increasingly significant player in learners' daily lives including the fact that the government is in fact the dominant employer.

The assessment of learners requires many standardised routines and procedures to be performed. At the same time educators have power to control technical knowledge which could be classified as technocracy. In practice this arrangement could lead to informal influence to the interpretation and execution of policy. However, the regulatory structures that are in place to ensure that there is accountability, dictates the execution of most if not all processes within the hierarchical and formal division of power. Proper administrative structures should be in place. As indicated by Van der Westhuizen (1991:36) administration should mean support that is formal and regulative and is meant for the execution of a policy which already has been formulated by higher authorities, and would be accompanied by procedures. The implementation of as such policy is influenced by a number of factors such as political, socio-economic, global trends and modernity, communication, resources, ability of implementers, accountability and community values.

In the next section the factors and how they impact on the management of assessment policy is discussed.

8. 1. Political and socio-economic factors

The system of governance in South Africa is not completely free from political influence. Even the policy process reflects the politics of the day. What could be clearly seen are the parameters of political and administrative involvement in the functional stages of the policy cycle. Policy will be reflected in structural terms - as sets of recurring interactions among participants within arenas specialised by policy fields - as well as in functional terms. Essentially, these structural arenas are policy subsystems with are of varying density depending on the type of policy. The functional and structural terms of the policy poses challenges to implementation.

The introduction of assessment policy in the senior phase was influenced by systemic element and presented competing priorities for the government for allocating resources within the newly established Department such as the HIV programme and Early Childhood Development (ECD). The new approach to knowledge, content and pedagogy which incorporated in Outcomes-Based Assessment (OBA) was South Africa's new assessment framework which reflects the notions of learner-centeredness and the integration of knowledge.

This new approach was a radical breakaway from the traditional approaches to curriculum Jansen & Taylor (1993:44). Jansen (2000:8) indicates that some educators were stranded helplessly as they tried to come to grips with what they regard as a new mind and habit changing dogma. This approach

generated many unforeseen problems that resulted to the streamlining it into the New Curriculum Statements (NCS).

Challenges emanating from the Constitutional imperatives presented major organisational and procedural changes to reorganize almost every facet of civil society, including the transformation of education. These constitutional imperatives included access, equity, redress, quality, efficiency and democracy. These issues led to social expectations which forced schools to assess learners differently.

According to Carnoy (1999:37) and Waghid (2001:458) South Africa's politics and policies are intimately connected to and shaped by changes in the global political economy. The South Africa government had to be response to what happens elsewhere in the world. Reforms globally place pressure on the education system to respond effectively to the needs of the country, Carnoy (1999:37). Changes in the world economy have influenced the government to provide its citizens with a competitive; finance and equity driven education system reforms to enable them to compete on a global stage.

8.2. Global trends and modernity

The global trends in South Africa are evinced in several policy documents developed by the new government. The trends are reflected in policies throughout its education system. The Outcomes Based Assessment policy in particular clearly reflects trends towards an inclusive education approach, as practiced in European countries. The focus for education policy makers in South Africa after 1994 was to put policies in place that would transform the

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education system and move it away from all influences of the apartheid regime. These policies were founded on the new Constitution.

8.3. Communication

The aim of the new reforms in education was to improve access and quality education and the way in which learners were assessed. These imperatives compelled the Department of Education to investigate fully the issues of assessment and support services in the country. In order to ensure that the many of the proposed policy changes are embraced by the community at large, South Africa relied on partnerships with teacher unions and organisations, non-governmental organisations (NGOs), civil society and those who had vested interest in education. In order that the reforms could be understood and implemented as intended the following factors should be considered.

- Communications: that if the intended reforms are clearly and accurately communicated the likelihood of inconsistency in implementation could be minimised.
- Enforcement: Laws, regulations and by-laws should be developed to ensure compliance.
- The policy should be comprehensive enough in order to leave little room for discretion.

- The quality of staff, organisational structure and relationships within the units should be sound as they could promote or frustrate implementation.
- Availability of funds for training and development of resources has a direct bearing on the implementation process.
- The objectives of the policy should be clearly spelled out, including tasks to be performed in order to limit misrepresentation and misunderstanding.
- The needs of the community should be clearly defined in order to ensure that the policy addresses the identified needs.
- The political environment: If policy formulated does not address the general welfare of the citizens, political office bearers could be voted out of office. This forces office bearers to be accountable for their actions to the body politic.

This means that the successful implementation and management of assessment policies will require that those who are responsible for carrying out decisions must know what is expected of them, Edwards and Sharansky (1978:295). Glynn (1977:82) refers to this state of affairs as "policy standards that should be clearly articulated'' so that everybody knows what the aims of the policy are; what ought to be done and by whom. Communication is vital in this case and shall be influenced by how information in relation to policy is transmitted; whether timeliness were clearly indicated and whether the communiqué was simple enough and contained sufficient information without being too specific to hinder implementation.

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8.4. Resources

To ensure that assessment is managed as intended in the policy guidelines needed to be drawn. These guidelines that are decided upon by a legislator and made known either in writing or verbally should help clarify which public goals should be pursued. They should ensure that the activities of all those concerned should be aimed at the realisation of those common goals. Hanekom, Rowland and Bain (1996:41) contend that effective implementation of a policy could be limited by lack of resources. Funds are a key for the implementation of any program, particularly so in the policy implementation phase because money is needed to:

- Finance staff recruitment and training needed for implementing the policy.
- Produce regulations and procedural manuals or codes.
- Finance organisational arrangements. For example, the policy implementation might require that some human resource be relocated and redeployed. This will necessitate changes in organisational structures.

In the context of the National Curriculum Statement, the administrative structures were meant to help the Department of Education to function at all levels. For instance, the Human Resources policy was to be developed to make provision for new and redeployed educators, and the financial policy that would assist the department in the acquisition required support material and remuneration of additional personnel.

Monitoring the implemented of the assessment policy and management thereof ensure continuity and to determine whether help was needed required funding. Monitoring of how the policy is managed would assist in determining whether policy as implemented assists in resolving the problem appropriately and whether the selected policy is being implemented properly. These concerns require that the program be maintained and monitored during implementation to assure that it does not change unintentionally, to measure the impact that the policy is having, to determine whether it is having the impact intended, and to decide whether it should be continued, modified or terminated.

The context in which the policy operates is important so that those in positions of power could be enabled to monitor and offer support and allocate the necessary resources.

8.5. Ability of implementers

The extent to which the assessment policy in the senior phase addressed the identified needs depended on the ability of educators and the management style of school principals and heads of department (HODs). The knowledge of policy content and context that the educators and school management teams posses and their capabilities to implement the specific policy have an influence on the implementation process. Hanekom, Rowland and Bain (1996:42) highlighted some of the factors emanating from implementers' dispositions that could influence implementation negatively, namely:

- Selective perception and acceptance of instructions in the case where policies are not in line with their own predisposition.

- Frustrating the implementation of a particular policy on which they disagree.
- Purposive opposition directed from the knowledge that they (implementers) are an important link and without whom public policy cannot be set in motion.

It is indicated that (i) Implementers of policies influence how policies are experienced and their impacts achieved. Some of the problems experienced in managing the implementation of assessment in the senior phase stem from the practice of their implementation. (ii) Although some theorists suggest that, if planned carefully, implementation can be managed through a top-down process of change controlled by central actors, the apparently powerless implementers at the interface between the bureaucracy and citizenry, are difficult to control because they have a high margin of discretion in their personal interactions with students, allowing them to re-interpret and reshape policy in unexpected ways. (iii) Educators as implementers of the assessment policy may react against efforts to impose policy change on them. As policy implementers they are likely to react negatively to new policies formulated by national-level policy makers without their involvement. Use of participatory approaches in the design and implementation of policy is necessary to engage them more actively in the management of programs such as the National Curriculum Statement.

Perceptions of leaders and managers could lead the implementers to see the policy as problematic or enforceable. For example, school managers who have a negative disposition towards Outcomes Based Education and

Outcomes-Based -Assessment will indicate that this type of education failed in other countries, so why should it be implemented in SA schools; that nobody understands it; that it will produce learners who are certificated yet be illiterate as they cannot write or read. This type of disposition will frustrate the implementation of assessment practices that the new reform is proposing.

In order to counteract negative tendencies in the implementation process, it would require of policy makers to formulate policies after they have acquired a good understanding of the local needs, opportunities and constraints as well as the capacity and commitment of local stakeholders. There should also be a convincing attitude from the government to foster effective implementation and accountability.

Policy development should be seen as a means to foster synergy between educational financing; staffing; suppliers and school governance because they all need to complement each other in any policy program. It should be borne in mind that there is no universal solution to social needs. Every policy developed always creates new needs that should be addressed through development of other needs. It is important to know which conditions will make the policy possible, and also how that particular policy will change the existing environment so that an adaptable approach may be developed.

8.6. Accountability

An indispensable prerequisite for a democratic dispensation is for any government to be accountable, Cloete (1996). Institutions in the public sector are morally bound to be ethical and transparent in their administration and implementation of government programs. Accountability should be built into the policy process by placing ultimate responsibility for policy implementation squarely at the feet of a specific executive authority, agency or accounting officer**.** In terms of political responsibility, and notably the remote and exclusive manner in which education policy initiatives are originated within the governing elite of the ANC, government has struggled to demonstrate. Since policies are government programs and the implementing institutions are state owned, the organisation of these agencies and behaviours of people in those organisations should be based on ethical foundations of public administration, i.e. the respect of guidelines that governs their conduct in carrying out their work. These guidelines are derived from the body politic of the state and the prevailing values of society (Cloete 1994:62). The guidelines indicate that every public official, when carrying out an official duty, the legislature has final authority (political supremacy) and that (s)he is accountable to the public. "All the functionaries involved in the running of the state and public institutions should be bound by the same ethical and cultural guidelines" (Cloete 1994: 86).

The lack of accountability by government officials with respect to the achievement NCS targets and goals, particularly in managing assessment policy and implementing school based assessment, creates friction among party members and opponents of the program. The lack of clarity of who

should assume responsibility to enforce implementation and compliance could create defiance and varied interpretations of implementation.

In politics and particularly in representative democracies, accountability is an important factor in securing legitimacy of public power. Accountability differs from transparency in that it only enables negative feedback *after* a decision or action, while transparency enables negative feedback *before* or *during* a decision or action. Accountability constrains the extent to which elected representatives and other office-holders can willfully deviate from their theoretical responsibilities, thus reducing corruption. The concept of accountability as it applies to public officials in particular should be related to concepts like the rule of law or democracy and ethics.

Accountability is temporal. How administration in South Africa perceived accountability prior 1994 will differ from the post 1994 democratic election. The establishment of homelands and self-governing territories and the formulation of Group Areas Act as well as policies on separate education system was one form of public accountability of the then government to the voters. Although it appeared that public accountability took place; the institutions of government took actions that the citizens were uninformed about, Du Toit, Van der Waldt, Bayat and Cheminais (1998:81).

Public accountability in managing the implementation of assessment in the senior phase should mean that, (i) the responsibility of a government and its agents towards the public to realise previously set objectives publicly accounted for, (ii) commitment required from public officials to accept

public responsibility for actions or inaction, and (iii) the obligation of a subordinate to keep his or her superior informed of execution of responsibility, Fox and Meyer (1996:1), Schwella, Burger, Fox and Muller (1997:94) indicate that accountability equals responsibility and obligation.

Banki (1981:97) refers to accountability as "A personal obligation, liability or answerability of an official or employee to give his superior a desired report of the quantity and quality of action and decision in the performance of responsibility specifically delegated''. This suggests that accountability and responsibility cannot be divorced from democracy. The subordinate has an obligation to render account for the responsibility given to him or her. In the case of assessment, the educator should be responsible to develop and administer assessment tasks in line with policy and Subject Assessment Guidelines (SAG). When educators conduct themselves in a manner that is above reproach, and are able to justify any alternative actions taken and own up their deeds, such officials are being accountable, according to Cloete (1994:6). The actions of these political office bearers and public officials should be based on community values. Their actions should, therefore, be aimed at addressing the needs and wants of the community and society they serve. Being accountable also means being respectful of the values held by society.

By being accountable to superiors for their official actions, junior officials should constantly inform their seniors about development in their line function. These will include that the official does not act outside the scope of his authority, Cloete (1994:73). Through organisation and proper division of

work, awareness of accountability will be created in officials, since they will always have a superior to whom they have to report.

Transparency is required in managing the implementation of assessment because values and facts used to decide why specific work should be done and why a specific line of action should be followed need to be clarified, Cloete (1994:73). This is done to ensure that officials do not misuse their offices, abuse their powers and to prevent waste and misappropriation of public property. Subordinates should continuously update their superiors on developments in their fields of specialisation. This means that supervisors need information to make decisions as much as the public has the right to information, which is one of the eight principles of "Batho-Pele".

Through the government *lekgotla* as well as public debates, the political office bearers as well as public officials are able to explain and justify why certain decisions were implemented. This will not always be possible as some of the public officials are not directly involved in implementation of assessment policy but had to speak for education.

Public institutions alone cannot ensure accountability. Because of a large number of people employed in the public service, there is a danger of bureaucratic tendencies because of expert decisions to be taken. To curb these tendencies, Parliament makes provision for the establishment of professional boards and bodies that help regulate their own professions. For example, all practising educators are expected to register with the South African Council of Educators. These bodies are supposed to exercise

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discipline over their members and ensure that they adhere to their code of conduct.

Public institutions exist for and on behalf of the community. Schools as places of learning will survive only if and when communities take responsibility for them. This means that this responsibility, in the education system, should be based on the code of conduct relevant to the stake-holders in the system. Educators are responsible for learners during school hours and in turn they (educators) are accountable to school governing bodies and educational superiors. When educators do not implement policies the educational authorities should be held accountable for the actions of educators.

All participants within the education system should be subjected to the rule of law in the land as it is a guarantor of accountability. This law should hold all to a common code of conduct which is appropriate. The appropriate behaviour could also be influenced by the political structure within which the school system operates, which will be reflected by the system and structures of accountability. Educators are required to be accountable but remain autonomous in performing their functions. Marrow (1989:5) posits that to claim autonomy means claiming to be governed in a special kind of way. "An autonomous teacher does not ignore the wishes and interest of others - parents, pupils, governments, employers - such a teacher does reserve the right to consider such wishes and interest in the light of appropriate criteria. The wants and wishes cannot be simply taken as given starting points", Marrow (1989:5). The educator, when implementing assessment policy, has to consider what is good for the community in light of educational choices to

be made. The teacher has to use his professional judgment to make choices that are within the prescription of the educational policy so that when giving account for his choices, he is covered.

8.7. Community values

The assessment of learner performance as stated in the National Protocol on Recording and Reporting defines the course of action that needs to be followed and be accountable to. For this policy to be regarded effective, it should be seen to be fair, measurable, practically implementable and acceptable. The policy shall be acceptable when it endures a specific mode of conduct that is personally or socially preferable to an opposite or converse mode of conduct or end-state of existence, Stenhouse (1987:4). Krectner and Kinicki (1995:97). Hanekom, Rowland and Bain (1996: 157) believe that these codes of conduct and end-state of existence can be ranked according to their importance to form belief systems which is referred to as value systems. In order to rank these modes of conduct the person has to use a personal subjective or objective point of view.

The personal value judgments that public officials display could sometimes lead to either dilemma if the official does not adhere to rendering unbiased service, guided by professional norms and within the content and spirit of the law, particularly in a country like South Africa that has many cultures. Since public officials are members of different communities, they will also be affected by value judgments and in most cases they will sympathise with the values held by individuals and groups in their society, Hanekom, Rowland and Bain (1996:157). Public officials should be guided by the principles of

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fairness and reasonableness and act consistently without favouritism, acting above suspicion, performing official duties without ulterior motives and not colluding with anyone else for gain. This will ensure that public administrators and officials will develop policies that address the needs of communities and not because of personal gains to the policy entrepreneurs.

The principle of *Ubuntu* which if based on the Constitution of South Africa (1996) asserts that 'I am human because you are human', emphasise the dignity of man; Manifesto (2001:16) implies that it is the responsibility of each policy actor to develop policies that are feasible guided by a commonly identified problem that need a collective action. This suggests that the crafting of assessment policy was influenced by basic needs and guided democratic principles, where popular participation is encouraged. This principle of *Ubuntu* should be reflected in the manner in which educators manage the implementation of assessment in school.

9. Conclusion

For a public administration to offer quality service as efficiently as possible the country would need an improved administrative service. However, an improved public administration poses some challenges, particularly in policy development and implementation. The administration through governance should set targets for performance and set standards that should be monitored in order to hold public officials accountable for their public actions. Communities and citizens as consumers of public services expect policies

that are effective and feasible and judge service delivery based on their value judgment.

Administrative activities should be based on the principle of active involvement of the community and it should reflect the will of the majority. The strength of a public service lies in its values, which provide the foundation for services for the benefits of the community. These values should articulate clearly the principles of non-political alliance, impartiality, professionalism, responsiveness and accountability that should be held by all public officials. Public bureaucracies, being the repositories of a great deal of knowledge and information, are prominent participants in policy issue networks.

Public officials, particularly those in the highest posts should always be sensitive to the political implications of their actions, bearing in mind that administrative executive institutions in the public sector do, in fact, comprise integral parts of the political organisation of the community and the work of these officials is always performed in a political milieu.

The education system as a functional arrangement of public administration is influenced by the political decisions and policies of the ruling party. The policies developed, laws and regulations passed by the legislature, reflect the mandate that is given by the citizens by their vote. These regulations, laws and policies should be aimed at the promotion of the general welfare of society. Their success depends on the availability of resources and a clear understanding of societal problems and needs. The effectiveness of any

policy is dependent on whether its intentions were clear and whether sufficient resources were allocated.

CHAPTER FOUR

PUBLIC POLICY ANALYSIS

1. Introduction

Chapter three outlined what public administration entails and factors that influenced the crafting of the assessment policy and how it is implemented. This chapter examines policy analysis and selected policy models. Factors that have an influence on policy implementation and the South African approach to policy formulation are described.

In South Africa after 1994, a number of policies were developed that reflected the wishes of the democratic government to ensure that the needs of the communities are met. A concerted effort had to be made to stimulate public debates and deliberations aimed at ensuring clarification of issues, models to create public engagement and develop participation, and identification of stakeholders that play an influential role in policy development. To implement these policies in the context of the South African public administration environment, characterised by political, economical and cultural issues, created fundamental challenges in terms of services delivery in the public sector, particularly in the provision of education and the curriculum to be followed. The success of any policy should be evaluated on its ability to address the majority of needs of the

intended target. Addressing the interplay between policy intentions and policy implementation will be the central theme in this chapter. The chapter seeks to highlight what transpires during a policy process and models in the South African context.

2. Policy statement

Any democratic government cannot afford to turn a blind eye on the plight of the society it represents, Dye (1978:6). It should take measures to improve the lives of its citizens, Hanekom, Rowland and Bain (1996:25). This could be done "if the government has well-defined policies pertaining to each and every aspect of its intended actions", Hanekom, Rowland and Bain (1996:6), know the resources to be used and the role-players in policy-making (such as the legislature; executive councils and committees; cabinet committees; internal auxiliary services and staff units).

It should be borne in mind that there are different levels where policies are developed. (i) The political party policy level: the ruling party would develop policies and get these policies implemented through government structures. In the case of education these policies and activities are directed primarily to transforming the education system and to provide effective means of improving the quality of education for all South African Constitution, (1996).

3. Policy definitions

There are as many definitions and explanations of the concept 'policy' as there are authors, depending on the context and meaning that is conveyed. Hereunder are some examples of the policy definitions:
Richard and Baldwin (1976:122) define policy as "formulation of rules, norms and prescriptions intended to govern the subsequent decisions and actions of government.''

"Public policy is the broad framework of ideas and values within which decisions are taken and actions, or inaction, is pursued by governments in relation to some issue or problem.'' Brooks, (1989:16).

"Commitment to a course or plan of action agreed to by a group of people with the power to carry it out.'' Dodd and Michelle, (2000:2).

"A broad guide to present and future decisions, selected in light of given conditions from a number of alternatives; the actual decision or set of decisions designed to carry out the chosen course of actions; a projected program consisting of desired objectives (goal) and the means of achieving them.'' Daneke and Steiss (1978).

"proposed course of action of a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or purpose.'' Frederich, (1963:79).

"Whatever governments choose to do or not to do.'' Dye, (1972: 18).

Heclo (1972) in Parsons (1997:13) points that:

> To suggest in academic circles that there is general agreement on anything is to don crimson in the bull-pen, but policy is one term on which there seems to be a certain amount of definitional agreement. As commonly used, the term policy is usually considered to apply to something 'bigger' than particular decisions, but 'smaller than general social movements'. Thus, policy, in terms of level of analysis, is a concept placed roughly in the middle range. A second and essential element in most writers' use of the term is purposiveness of some kind Heclo, (1972).

Hanekom (1987:7) argues that policy is an indication of ''a goal, a specific purpose, a programme of action that has been decided upon. Public policy is therefore a formally articulated goal that the legislator intends pursuing with society or with a societal group''

Hogwood and Gunn (1984: 23) define public policy as:

> "…..a pattern of related decisions to which many circumstances and personal, group and organisational influences have contributed. … The aims or purposes underlying a policy are usually identifiable at a relative early stage in the process but these may change over time and, in some cases, may be defined only retrospectively. The outcome of policies requires to be studied and, where appropriate,

> compared and contrasted with policy-makers' intentions……" For a policy to be regarded as ''public policy'' it must, to some degree, have been generated or at least processed within the framework of governmental procedures, influences and organisations.

"Policy is a statement that provides a guide for decision-making by members of the organisation charged with the responsibility of operating the organisation as a system'', Bates and Eldredge (1980:12).

In this study, policy shall mean broad guidelines or statement of goals for a course of action that should be followed in an institution to address a particular problem or a set of problems in order to provide consistency in decision making. These rules, norms and prescriptions should be translated into actions that will address the needs of the intended beneficiaries and this process is referred to as policy implementation. It could be deducted from these definitions alluded above that policy is aimed at something that is desired and agreed upon by a group of people with an aim to satisfy the needs of a particular group; that there should be a plan of action for implementing the intention as well as measures of evaluating the impact thereof. The people who develop this policy should in essence have the power to carry it out and when required, they may enforce it. In the case of public policy as a sum of government activities there should be a broad framework of ideas and values within which decisions should be taken in order to maintain accountability and authenticity. The general plan should state the aims to be achieved as well as the processes to be followed, to achieve the stated goals in a manner that should sustain the interest of the stakeholders. It would be required of government to apply its mind to those issues that are problematic to society and develop programs to correct the

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situation. This statement of goals should be translated into a plan or program by specifying the objectives to be obtained. In order to enforce the plan the policy should be presented in the form of a law, regulation or report that it can articulate, and that gives direction to action. In the case of the NCS, the learner has to pass what is regarded as compulsory, elective and core subjects in order to be awarded the National Senior Certificate. The school has to provide evidence that the learner was assessed during that current year. Each subject has also a minimum number and forms of tasks that should be completed. To ensure that the learners are assessed, they should compile evidence of performance.

The decisions and choices that are made by governments should guide subsequent actions in similar situations. The implementation of such decisions could be managed by an institution, either private or public, depending on the context and content of policy. In a democratic state the body politic ensures and creates an environment in which such decisions are taken. However, to just assume that policy is always an 'intended' course of action could be misleading, since a policy could also be something which is not intended, but nonetheless carried out in the process of implementation. A policy should be based on a line of argument that rationalizes the course of action of a government, a social group or individual which might eventually be adopted as a plan of action to address a specific need, Bates and Eldredge (1980: 13); Hogwood and Gunn (1984). This suggests that the elected officials should have political discernment to make a good judgment on what would be best for the citizens; have diplomacy in the management of public affairs; be sensitive

to the needs of the communities that elected them to positions of power and sometimes have the craftiness to take decisions that would otherwise be unpopular. These officials should be aware of the choice between two main alternatives for steering society. Simultaneously, a distinction should be made between 'administration' and 'policy' as well as between 'policy' and 'politics', so as not to confuse functions of administrations (the persons or committees or departments who make up a governing body and who administer the affairs, programs and policies of the state. While 'politics' would include social relations involving authority, power or the opinion you hold with respect to political questions, or the profession devoted to governing and to political affairs. Even though in most case policies are driven by politics, the development of the Outcomes Based Assessment should have been informed by scientific investigation to determine the need and type of policy that would have addressed the identified need.

4. Policy impact

Policies could have a positive or negative impact. The impact of the policy could have an intended or unintended effect.

4.1. **Intended Effects**

The context in which the policy is made has a great influence on its goals and these will vary according to the organisation. Generally, social policies are instituted in order to avoid negative effects that have been noticed in the organisation, or to seek positive benefit. However, the development of most policies is undertaken in an environment that is influenced by

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political contestation, creating power relations which in turn put pressure on policy-makers.

The South African government policy on "no-fee schools and nutrition programme" provides an example of benefit-seeking policies. The numbers of learners, particularly in rural primary schools has increased dramatically; in part because of change in policies which indicate that learners in schools, who are found in poor municipalities, are exempted from paying any school fees and learners in primary schools should be fed. In this case, the organisation (provincial government) created an effect (increased attendance) through policies (no-fee schools and nutrition program) benefits.

4.2. **Unintended Effects**

In some instances policies yield unintended consequences or have side effects. This is due to the fact that the environments that policies seek to influence or manipulate are typically complex and could be regarded as systems that should adapt to the demographic conditions, because at times policy change can have counter-intuitive results. As in the case of the NCS, the intended effect was to address the segregated education system and to move away from pen-and- paper type of assessment. The Outcomes Based Assessment requires learners to show a variety of skill, knowledge and values. However, people like Kgosana and the President of NAPTOSA believe that the NCS has a strong examination component but fails to produce learners who can read and write.

It is not always possible to assess all possible impacts that a given policy might have, due to the fact that governments and societies operate in complex systems that required some form of adaptation. The process of formulating policy should include an attempt to assess as many areas of potential policy impact as possible, to lessen the chances that a given policy will have unexpected or unintended consequences. However, how people perceive the impact of policy will be influenced by their perception of reality and the value that they attach to outcomes of that policy. Therefore, policy-makers and public managers who occupy higher levels in the hierarchy are obliged to stimulate public debates in order to help clarify ambiguities that may occur. The process in policy-making provides models for participation. The key question could be: in the policy-making process, where and when does public participation take place? How does the public assess the effectiveness of the assessment policy and how it is managed at school? It would then be necessary to discuss policy cycles.

5.1. Policy phases

The first phase in the policy cycle begins with public awareness of a problem or when office bearers and other interested groups identify an issue and make demands that the issue be addressed. This stage of policy-making according to Barkenbus (1998:2) and Peters (1993) could be referred to as policy formulation. This is reflected by Hayes and Jones. During this stage decisions on what should be done to solve the problem should be made according to Van Niekerk, Van der Waldt and Jonker, (2001:95). Values held by the society on the issue will influence how the problem on which action needs to be taken is defined. What eventually gets the attention of decision makers does so on the basis on which people perceive and

construct reality and in some instances these perceptions are weighed as much as reality itself.

Once the problem has been defined it then forms part of the political decision-making agenda (Barkenbus 1998:2). The policy issues at this stage will be introduced to the political stage by different governmental institutions, individuals, interest groups, or specific events, Barkenbus (1998:4). Certain individuals, such as the president by virtue of his/her public office, are able to get key issues on the agenda. This suggests that issues that appear and remain on the policy agenda should either have sufficient scope, where a number of people are affected, or its intensity is high or it has been an issue over a long time. This implies that during this stage of *agenda setting a* decision regarding who will deal with the problem - when and in what form - has to be made. Such decisions are guided by a set of rules laid down by the individual political system and by the protagonists in order to come up with a political position. Van Niekerk, Van der Waldt and Jonker, (2001) suggest that various alternatives to address the problem should be assessed, using measures such as costs and benefits to determine the feasibility of the cause of the intended action. In the context of assessment policy, the policy-making process (policy formulation) is essential as it facilitates the understanding on how Outcomes-Based-Assessment as a National policy was conceived as well as comprehending what the costs involved in the implementation of the new policy, including the problems that needed to be addressed.

It could be concluded that the policy formulation process ends with policy creation; that is the laying down of a valuable authoritative assignment in the form of a law; a program or a provision. The law or program is then given to

the administrative structures for implementation. The results and effects of these policy and implementation decisions finally create political reactions of either a positive or negative nature, which in turn, are also implemented politically and which lead to the continuation, change or end of the policy (*restatement of policy, policy termination*). In practice, a vast majority of policy decisions reflect only minor changes to the status quo because of the nature of policy development. As was discussed in Section 4, the key stakeholders or members of the policy community often see the status quo as the most beneficial scenario and are able to work effectively to maintain it (Smith, 2003). However, Theodoulou and Cahn (1995:86) suggest that there are commonly agreed upon stages for public policy formulation which consist of:

Stages in policy formulation	**Explanation**
1.Issue identification and problem definition:	During this stage attention is drawn to circumstances that are potential issues requiring attention of policy makers.
2. Setting the agenda:	The issue has generated enough attention to warrant further action.
3 Policy formulation	Steps are suggested as to how the problem could be addressed; which tools and instruments could be used and which institution could be the best place to address the problem.
4. Policy adoption:	Alternatives are considered and one is selected that could be used in addressing the issue.
5. Policy implementation:	Action to give effect to the chosen alternative is taken.
6. Policy evaluation:	The impact of the policy in delivering the desired result is examined.

6. Policy content

MacLean (1996) as quoted in Venter and Landsberg (2007:163) indicated that there is no politic without policy. The practice of governance and the content of government are influenced by public policy-making. Venter and Landsberg (2007) further argue that policies guide and influence the behaviour of actors in a policy-making arena, such as government agencies, officials, legislature as well as activities in education, land reform, the provision of low cost housing, child grants and setting of tax threshold levels for the poor. Central to this argument is that policy content is developed in an environment that is always in state of flux that requires the policy entrepreneurs to have room for adaptation when implementation begins.

6.1. **Policy-making context**

The environment in which a policy-making process takes place cannot be separated from the physical and social context. In most cases local conditions and the views held by both policy-makers and policy implementers influence what eventually is implemented. Sutherland (2007:6) refers to that as an ‘implementation gap’. The implementation gap between policy intentions and its outcomes come about as a result of changes due to situational factors and Moore (2003:46) calls this process ‘’domestication of policy’’. Sometimes domestication of policy is brought about by resistance to change, as indicated by Moore (2003:46) that staff members could respond to national policy by re-interpreting and

reconstructing it, on the grounds 'using strategies' that effectively change the policy and thereby its direction. It becomes necessary to explore conditions that make certain policies prevail over others. The government departments develop numerous policies which are influenced by historical content; political; social and economical and global contexts, as explained below.

6.1.1. The Historical Content

The policy actors in SA prior to 1994 developed policies that addressed the needs of the political office bearers at that time, guided by political decisions of the ruling party at the time, Venter and Landsberg (2003:163). After 1994 the political actors changed. These changes brought along new political actors who influenced the policy-making process. This policy development arena necessitated according to Venter and Landsberg (2007:164) in changing the process of taking political decisions; realignment of the policy-making process to the priorities and goals set forth by government; trying to link the time-frames within which changes were manifested, to expectations of beneficiaries. New policy-making processes evolved in line with the **Constitution of the Republic of South Africa, 1996**. The Bill of Rights is one such an example that provided people equality in terms of Section 9.1(a). The Bill of Rights addresses some of the practices that De Waal; Currie and Erasmus (2001:190) aptly pointed out when they state:

> "the apartheid social and legal system was squarely based on inequality and discrimination. Black people were prevented from becoming owners of property or even residing in areas classified as 'white'; which constituted nearly 90 per cent of the land mass of South Africa; senior jobs and access to established schools and universities were denied them, civic amenities including transport systems; public parks, libraries and many shops were also closed to black people." Erasmus (2001:190).

Policies were developed to maintain the imbalance and to protect the government of the day. The democratic government that was formed in 1994 ushered in a new dimension to the policy-making process. The changes that were made accommodated processes that allowed participation of a majority of people who were excluded by consultations and *Imbizos.* For the first time the voiceless were given a chance to influence policies that affected their lives. Notably changes during this era were the rate and speed at which policies were adopted and implemented. Venter and Landsberg (2001:164) concur that in many of the policy domain, policy adoption had therefore been followed by successful implementation. This was possible because political policy represents the policy of the political party in power. According to Hattingh (1998:55), the elected government develops policy that shows their relevant value preference as prior to 1994.

6.1.2. Political Environment

The Political component affects every facet of administrative activity because these activities are directly or indirectly influenced by factors such as laws and regulations governing the behaviour of persons and the system of government. The political milieu affects and dictates the public administration functions since the authority of the state regulate the structures and processes within the state, including the political climate and the concentration of political power, Van der Waldt and Du Toit (1999:104). The deployment of party loyalists to key positions is one of the strategies that the ruling party uses to ensure that policies of the party are implemented.

6.1.3. Social Environment

The social environment under which policies are formulated is influenced by values and ethics held by the community for whom the policy is intended. In a country like South Africa there are many different groups with diverse cultures. Due to cultural influence people may react differently to government initiatives and policy, Van der Waldt and Du Toit (1999:112). One such area is in relation to linguistic diversity that affects the policy communication. Language forms part of cultural, demographic and social setting. If the policy reflects the values and beliefs that are common and shared, and if its intentions are able to harness the values and beliefs held commonly and shared by the cultural group that the policy is intended for, its acceptance could be enhanced.

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Public perceptions and opinions determine the boundaries and direction of public policy. Therefore policy-makers should at all times be sensitive to the social system and dynamics in order to gunner the support for their policies and give legitimacy to the policy, ensuring public participation. Central to communications is how policy - as a means to teach - could use language to inform different linguistic groups on HIV and AIDS policies. The development of policies on AIDS does not only influence language considerations. It would affect the provision of infra-structure such as clinics and hospital, provision of staff and medications, and would add a burden to the authority, van der Waldt and Du Toit, (1999:115). It is therefore apparent that the economic environment shall be affected by social policies. However, the allocation of resources shall to a large extent be influenced by the economically powerful group. Because of their economic power, this group is able to determine which programs may be pursued. They also determine the level of priority for certain policies.

The interest groups cannot make any meaningful contribution if they do not understand. Since social programs are aimed at improving the general wellbeing of the citizens, there is the need for creation, reform, and restructuring of those institutions that make it possible for citizens to understand and make their voices heard concerning the choice and implementation of public policies that affect them, Van der Waldt and Jonker (2001:106).

6.1.4 The economic and global environment

The influence of economy and the role played by international actors could not be over-emphasised. Prior to 1994, South Africa, because of her policies of segregation was put under pressure by economic sanctions and sport isolation to the extent that she had to 'un-ban' political parties and amends the laws that allowed for political activities. Such as:

- Granting the rights to establish trade unions
- Opening public facilities to all races
- Scraping of the influx control
- Eliminating discriminating labour relations laws
- Granting of permanent residential rights to blacks who were living in white areas for more than 10 years, Van der Waldt and Du Toit (1999:105).

The repeal of such laws between 1981 and 1987 helped in keeping peace and opening up avenues for trade with foreign countries. At the same time SA had to borrow funds from the World Bank and International Monetary Fund. These powerful international actors placed conditions she had to adhere to, including the use of technical support that indicated institutional reforms. Conditions attached to these loans to forced national states were to conform to internationally acceptable practices, Grindle and Thomas (1991:102).

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7. Policy-making process

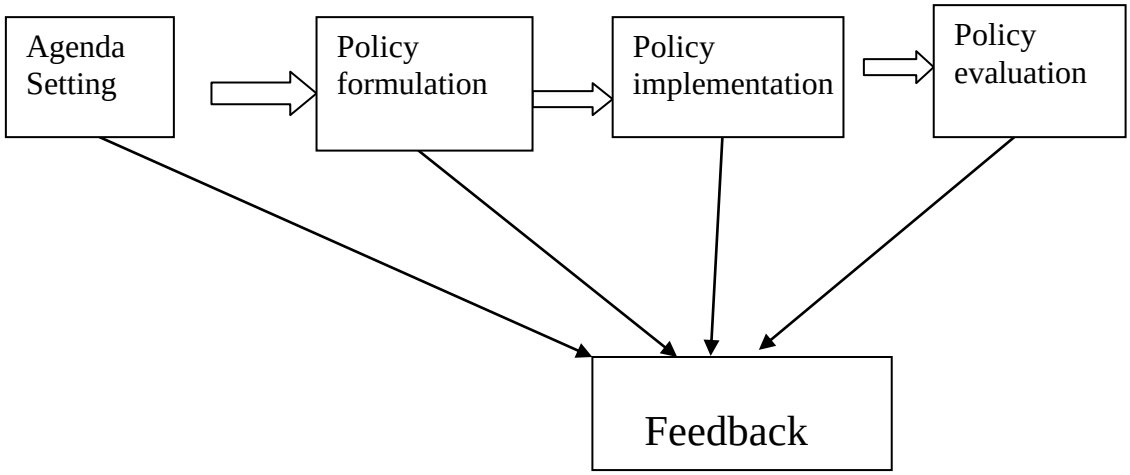
The government has to acknowledge that public problems should be identified in order that an agenda in policy- making could be prepared. When policy analysts investigate the causes, consequences and performance of public policies in order to create knowledge in policy process, they should know what the problem was. After the knowledge ***in*** policy process is created, it should be linked to knowledge ***of,*** in order to use the results of policy analysis to improve the policy-making process and its performance

The information relevant to the policy which would be generated will be useful in answering questions such as: what the nature of the problem is; which past and present policies were established to address the problem and what outcomes were achieved; were the outcomes valuable and did they assist in solving the problem; were there alternative policies that could be used to address the problem and what would likely be their future outcome; what alternatives could be employed in order to solve the current problem? These questions could assist in clarifying what policy problems are; what the future of the policy is; which actions should be undertaken; what would be the outcomes of the policy, and how the policy would perform. In generating information a series of intellectual activities are carried out within an environment which is politically influenced. These activities, which comprise of interdependent phases are described as the policy-making process and are arranged through time and comprise of: agenda setting, policy formulation, policy adoption, policy implementation, and policy assessment. Some literature indicates that the activities in the

policy-making process are non-linear and in some instances up to eight stages are identified, such as indicated by Hayes; Peter Bridgman and Glyn Davis's. The stages comprise of:

1. Issue identification
2. Policy analysis
3. Policy instrument development
4. Consultation (which permeates the entire process)
5. Coordination
6. Decision
7. Implementation
8. Evaluation

Barkensbus (1998:2) indicates only four stages in the policy cycle, which includes agenda setting; policy formulation; policy implementation and policy evaluation with a feedback loop. These stages in most instances are arranged sequentially as follows:



Source: Barkenbus 1998

Van Niekerk, van der Waldt and Jonker (2001:93) believe that in order to understand public policy-making processes, a theoretical framework needs to be established. Hogwood and Gunn (1984:43) indicate that administrators and politicians rely on theory as much as academic scientists do. The purpose of theorizing helps practitioners to explain and predict, simulate and experience as well as test hypothesis.

A simplified representation of selected aspects of a problem situation should be developed to help clarify a complex process. Through the use of policy-making processes it would be possible to trace policy performance from the time the idea is conceived, up to the stage the policy is implemented as a final product or service. Dye (1984:17) suggests that models could be used, (a) for directing inquiry into public policy; (b) to suggest explanations for policy decisions; and (c) simplify and clarify people's thinking about public policy.

A range of policy processes are available that could provide the context of theoretical framework for policy management that could assist in facilitating ability in designing and evaluating policy. The policy-making process highlighted hereunder provides insight into factors that had an influence on the choice of such of a particular approach such as (i) the policy driving forces in South Africa after 1994; (ii) the political climate and resources; (iii) the policy actors; and (iv) the massive institutional reforms that were taking place in the public sector. These factors had a huge impact on the development and implementation of public policy in South Africa.

It could be concluded that there are models that are based on the principle that policies evolve in phases. The beginning of such a phase would be when an issue is placed on the agenda and the cycle ends when the policy, product or service is evaluated to determine its impact on the beneficiaries. Some models look at policy from the inputs used and the outputs, while others are concerned with the process that was followed in order to come up with the system used. On the other hand, policy analysis could be viewed from analytic, prescriptive or descriptive points of view.

7.1. Descriptive models

Models that are mainly concerned with elements that impact on policy-making are grouped as descriptive. These models are used to improve the understanding of the influence of politics and political processes in the process of administration in relation to public policy development and implementation. The purpose of descriptive models is to explain or predict the causes and consequences of policy choices. That is, the function of the policy. These include:

- The policy process model by Wissink
- Dunn's policy-making model
- Wissink's stage model as they could be fitted into the four categories of elite/mass; group; incremental; and generic process.

7.1.1. Elite model of public policy-making

The 'Kings and Kingmakers' model according to Cockrel (1997) depicts a power and policy relation as it plays out in the state and society or

community in policy-making. Kingmakers in this model are people who wield power in policymaking. Kingmakers occupy the highest rung in the hierarchy of policy-making and their influence is derived from the financial and intellectual resources they command. They might not be in the public eye but through their influence they are able to determine who gets elected, what should be placed on and what should be removed from the agenda. They also bless who gets appointment or elected as king.

Kings would be those who are policy-maker visible and active and occupying the rung just below Kingmakers. These levels comprise of the appointed and elected leaders in government as well as in organisations. This group has a desired and strong interest in public policy. The kings by virtue of their allegiance to Kingmakers are required to work in consultation with them.

Below the 'Kings' in the policy-making hierarchy are what Cockrel (1997) refers to as 'Actives'. This group consists of community members who are civic-minded. It includes groups like the Action Treatment Campaign who champion the plight of people living with HIV and AIDS. The Young Communist League, the Democratic Alliance Youth League, Clubs such as Rotary International, Special Interest Groups and National Organisations whose members are active in making their voices heard in public policy-making areas. The National Executive Council of the African National Council (NEC) could be regarded in this instance as Kingmakers and Actives because the council determines which policies should be implemented both in the organisation and in the government. The NEC has

an influence on the finalization of candidate lists to be voted for in the office.

The interested citizens are ranked below the Actives in terms of policy-making hierarchy. These are members of the community who are well informed on issues that affect the community, and the state. This group does not frequently participate in policy-making processes and are seldom heard.

Policies are developed to address specific needs of communities and majority of members of the community are not always actively involved in the development of policies aimed at addressing the identified needs. This target group is regarded by Cockrel (1997) as the 'Apathetic citizens' and they form the lowest rung in the policy-making hierarchy and their influence in decision making might be minimal. At best, their efforts will have little impact beyond their limited reach, DTI (*1998*:4). In reality they will probably achieve very little. They would need a strong framework of rules and incentives designed precisely to strengthen focused institutional capacity that could only be provided by government, DTI (1998). Only issues that are unusual in nature do sometimes arouse their interest to the extent that they participate.

This model of "Kings and Kingmakers" suggests that the policy agenda is set by "Kingmakers" while the "Kings" and "Actives" determine the agenda. This suggests that for the National Curriculum Statement to be successful it should have targeted the "Kings" as they are policy-makers, and the value of this new approach should have been aimed at the "Kingmakers" in order for

them to supply intellectual and financial resources as well as determining who should have driven the policy. At the same time the value of the National Curriculum Statement should have been communicated to the "Active Citizens" who are civic-minded. Howlett and Ramesh (1995:126) believe that by targeting the 'Kingmakers and the Kings' would have increased the level of participation and involvement of a broader spectrum of people than previously conceived. The involvement of different people would, according to Milward and Wamsley (1984), have increased the level of understanding of the sophisticated policy- making process and the South African dynamic political system.

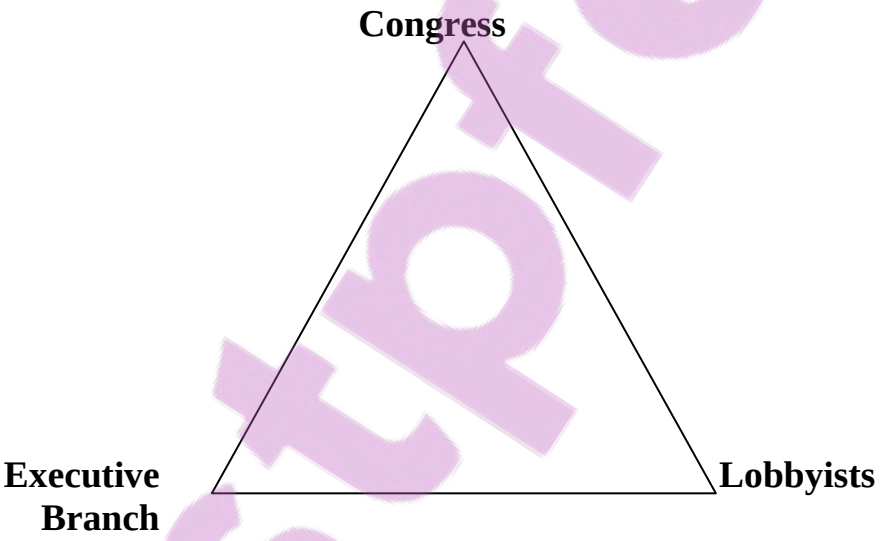
The focal point of this model is the selected few who have power to make decisions regarding policy. The few elite have the responsibility of the general welfare of nations and communities and are perceived as the establishment rather than servants. This model does not indicate how the mass might influence policy-making and regard them as the ill-informed. A typical example is the role that was played by the youth in 1976; youth who culminated in June 16th in Soweto when students demonstrated against the forceful usage of Afrikaans as a medium of instruction in black schools. After the riots the government scrapped the then law and English was used as a medium of instruction.

The recent illustration of roles played by masses could be that of the residents of Khutsong who refused to be incorporated into North West Province and demanded to be part of Gauteng. The government in 2009 had to amend the Act that would have enabled cross-border municipalities to have an influence on the amending of the law that would make it possible to

be incorporated in the province of their choice. People were encouraged to voice their opinion about what progress the government was making to meet the basic needs of the citizens through the 2007 Community Survey, ANC Today (Volume 7). This is in contrast with the views expressed in this model that the public has only an indirect influence on public policy; that communication flows downward and that the powerful elite influence the masses.

7.1.2 The Iron Triangle Model

The Iron Triangle Model suggests that there are three points of power in policy-making processes which consists of the Executive, Congress and the Farm Lobby.



Source:IP-19

The Congress in the case of public policy-making in the Department of Education shall consist of chairperson of education portfolio committees

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and sub-committees who have an influence on determining policy direction. A classical example is the role played by the National Committee on Education Support Services that investigated and made recommendations regarding the support services that should be provided to learners' who have educational specific needs, (White paper 6 page 5). Their recommendations influenced the legislations to provide all learners with a unified education and training system that was based on equity, South African Constitution (1996) Section 9(2) (4) and (5).

The Executive consists of the Ministers and Members of the Executive Councils, chief Directors and Heads of Department including administrators in the ministries. In the case of the education ministries, after the recommendations of the National Committee on Education Support Services, the department developed policies to address the laws that separated learners, based on the special education needs as well as racial lines (White paper 6).

The Lobbyists in respect of education provision could include the role played by different educational organisations and unions who influenced policies affecting the working conditions of teachers. Within this power triangle the National Education policies are developed and debated. The union and professional teacher bodies would use plebiscite to determine the policy direction and its agenda, determine regulatory measures and programs for implementation. The emphasis of these models is on the group as the source of power. It undermines the influence of public officials and environmental factors in policy making.

7.1.3. Power Clusters

The 'Power Clusters' model indicates that there are many actors who play a significant role in the development of public policy, Cockrel, (1997:2) indicates that this model was developed by Ogden in 1971 by expanding on the "Iron Triangle" model to include multiple groups that have an influence on the policy development, begging when it is formulated through to evaluation. Power clusters are formed when related groups influence public policy by acting together or independent of each other, Cockrel (1997: 2).

There are common elements that all power clusters contain. Cockrel (1997) identified the follow elements as common to the power clusters:

- Latent public
- Legislative committees
- Special interest group
- Administrative agencies
- Professionals
- Attentive public

According to Cockrel (1997), there are patterns of power that characterize the relationship within each power cluster and are characterized by five patterns of behaviour that shape the process of making policy consisting of:

- Close personal and institutional ties — key people communicate frequently.

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- Active communication among cluster elements — intense communication characterizes the key actors in the cluster at varying times in the policy-making process.
- Internal conflicts among competing interests - although relationships within clusters are generally friendly, the various members may hold opposing views and frequently be in conflict with one another.
- Internal cluster decision-making - most policy decisions are made within the various clusters.
- Well-developed internal power structure — within a cluster, key leaders are well known and consulted on all major activities that affect their interests.

The Power Clusters focus on the groups as the sources of power in the policy-making process. It describes the roles that groups play as the central role and underestimation of the roles played by institutions and public officials. This model is not quite different from the Iron Triangle because both of them place emphasis on group power. The success of these group models depend on the forums that would ensure that interaction takes place to facilitate debates which would largely depend on institutional arrangements, for instance members of a particular portfolio committee would wield more power when they sit in commissions where policy pertaining to their field has to be developed regarding their line function.

(i) Activities of the Opponents

According to Cockrel (1997:1), this model acknowledges the activities of the opponents as they play a unique role by adding opposition forces in public policy-making process. The model indicates that at any stage of the policy-making process, there are a series of steps that are parallel to those that were advocated by policy actors but pulling in opposition to the actors. The final stages in policy development are regarded as authoritative decision, implementation and evaluation, Cockrel, (1972:1).

(ii) Authoritative decision

After the problem has reached the formal agenda, relevant authorities need to take a final decision. Once deliberation on the issue was done, for instances in relation to the National Curriculum Statement, after the advocates have proposed that the pass requirements be changed along with the subject combinations requiring all learners in grades 10, 11 and 12 to study mathematics or mathematical literacy. The relevant government authorities decided to adopt the proposals, while at the same time there were those who opposed and made a counter proposal. They cited that the new approach would produce certificated youth who are not educated. If a proposal is met with strong counter proposal the authority according to Corkrel (1997:1) should strive to get a compromise or refuse to take action and thereby retain the status quo.

(iii) Implementation

Implementation can only be done once the formal decision has been taken to accept the proposal. The relevant department or agency is tasked with the responsibility to implement the decision. The responsible government entities would be required to develop regulations and procedures that should be followed on implementation. For example, in the case of the National Curriculum Statement the quality assurance section in the ministry of education had to develop promotion requirements and programs for assessing learner performance. Programs for evaluating the system to determine its effectives had to be developed.

(iv). Evaluation

The evaluation of the policy could be through the formal means of data collection and analysis such as the systematic evaluation conduction in 2000, 2003, 2006 and 2008 for grades 1; 3; 6 and 9 respectively. Information generated from this evaluation revealed both strong points and challenges concerning the new approach to education. The results revealed that learners in those grades, particularly in rural schools, could neither read nor write. This warranted modification of the policy.

Lessons from the systemic evaluation indicated that there are multiple decision points in any policy-making process and that for every stage in the decision process when advocates develop a proposal for implementation, the opponents would present their counter proposal parallel to each stage.

7.2. The System Approach

The system approach to policy-making is useful in trying to link the policy process with a political system. The policy-making process according to Fox, Schwella and Wissink (1991:31) is a sub-process of a political process in the policy-making arena, as it focuses on the response by the political system to the needs and demands of the affected groups. The problems of the communities would enter the political system as inputs from the interested group via the political process. This process could be a proposal from advocates' or counter proposals from opponents, through debates and decisions. If modification of the proposal is made, consensus should be reached first on the policy in order to ensure that it would be implemented.

Using the system approach to policy-making makes provision for the influence of environment on the political policy process as well as the policy-making environment. The success of the political system to covert inputs (demands, resources and support) onto policy depends on the feedback and the quality thereof coming from policy conversion and policy outcomes. Hanekom (1987:8) indicates that the information given as feedback in the form of consequences, results or impact is incorporated when new policies or existing policies are adopted. Fox, Schwella and Wissink (1991: 32) pointed out that the systems approach to policy-making comprises the following elements: policy inputs, policy conversion, policy outputs and policy feedback.

The policy inputs which are regarded as information generation come in a form of demands from the interested groups, the resources that should be

used in addressing the problem and the support need. The policy conversion which comprise of consideration and decision-making process on demands to policy, what the political process in the political system is and the policy outputs would be in the form of policy statements or documents. These elements suggest that the policy- making process is a system that consists of inputs-processing-outputs. The monitoring of the processing of output as well as evaluation of the impact of the output will inform the initiation and generation of the policy inputs. However, this model does not describe how the transformation or conversion of the political sub-process in political system takes place. The role played by opponents and the influence of environmental factors is not accounted for.

7.3. The Institutional Model

De Coning (199:142) points out that the premise of the institutional model is that public policy is a product of public institutions and that policy is legitimized by government since only government policies apply to all members in the society. The structure of public institutions has a direct bearing on policy formulation, implementation and evaluation. As pointed out by Fox, Schwella and Wissink (1991:31) that a policy-making process is a political sub-process, the structure of governmental institutions is a product of a political sub-process. The functioning of these institutions is also influenced by the political system and policies of the ruling party. A particular political system determines who makes the decisions since it allocated power, Venter and Landsberg (2007:169).

Anderson (1979:22) in De Coning (1995:142) argues that the institutional model could be used in policy analysis best by analysing the behaviour patterns of different policy institutions and their effect on a policy-making process. For example, the different departments at all three levels of government are lead by political heads and administered by political appointees to ensure that the policies of the ruling party are implemented. This arrangement describes the official duties of bureaus and their departments as depicted by the government's organisational chart.

It could be concluded that there are various models that are studied in Public Administration which assist in understanding policy-making processes as well as understanding the policy content that the prescriptive models focus on the analysis of policy itself; because these models are extended to establish whether the intended results shall be realised through the adoption of a particular policy and the consequences thereof. Other models focus on problem-solving or mediation in order to resolve conflict. Dye (1987:31) rightfully points out that prescriptive models focus on the analysis of policy itself, since these models are to establish whether the intended results shall be realised through the adoption of a particular policy and what the consequences shall be. Some models focus on solving a particular problem or mediation in order to resolve conflict. By explaining casual relationships and providing rules, some models are able to assist implementers attain the goals of certain policies.

In the economic environment, mathematical symbols which describe association and relations among variables use symbolic models. This model provides procedures and methods for attaining or solving a specified

problem. While the incremental model to decision-making would be appropriate during periods of developing policies that succeeded, in other situations this approach might not be suitable when innovative policies are to be developed (Venter and Landsberg, 2007:169). According to De Coning (1995:144) various policy-making models could be considered when developing policy and be used as a guide rather than following a particular model to the letter, as each model has its own limitations.

8. Public Policy-making in South Africa

The South African context of policy-making process after 1994 presents a unique perspective to the policy-making process. The policy-making process and implementation of policies could have been influenced by the various approaches individually and collectively. With the advent of democracy and the overwhelming majority of votes that the African National Congress commended in the 1994, 1999, 2004 and 2009 general elections, the political landscape changed and so did the priorities of government which necessitated the shift of policies and policy-making processes that would address the needs of citizens. The conditions that prevailed between 1994 and 1999 were very uncertain and the policy-making process was aimed at redirecting the policies' frameworks to match needs, Hanekom and Sharansky (1993.94-119), Van Niekerk, Van der Waldt and Jonker (2001:154-159) ably pointed out that in the South African Defense Force, which later was referred to as the South African National Defense Force, had to refocus its attention from defending and enforcing compliance through a barrel of a gun, to defending and

protecting the Republic subject to the authority of Parliament and the national executive.

During 1976 and the 1980s the army was deployed with the police to suppress black violence, particularly in townships. To maintain the status quo the government needed personnel. According to Government Communications and Information Services (1999) 600 000 soldiers were needed and a conscript system was used. Of this number, black officers were less than 1%, only 136 000 were working full-time. While 4, 5% of the Gross Domestic Product (GDP) was spent on the SANDF which amounted to 15, 6% of the total government expenditure, (Government Communication and Information Services, 1999). After 1994, the government adopted policies that made it possible to downsize the SANDF to 70 000 members that would be kept for peace- keeping purposes. Instead of conscription the SANDF relied on volunteers. The number of black officers increased to 31, 6% in 1999. The government expenditure dropped to 7% which accounted for 1, 5% of GDP on SANDF. At the same time departments and the government were facing major constraints on policy-making (Bekker 1996:18-19 as quoted in Venter and Landsberg (2007:174-175) cited four major challenges that are considered important as they had great influence in the formative state of democracy in South Africa. These challenges are:

- Policy innovations were limited because of the transitions that were taking place. The transitional arrangement pitted new civil servants with previous administration functionaries and they were required to work side by side. This relationship was characterized by mistrust as

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> the new political heads brought new values and ideologies, while the old had experience and a tag that made them appear to be frustrating development and sometimes as anti-new administration, Venter and Landsberg (2007:174).

The adoption of the new Constitution of South Africa in 1996 enforced government departments and institutions to comply with rules and regulations from institutions such as the Constitutional Court, the Public Protector, and the Attorney General. Principles of accountability, responsiveness and openness in the execution of government activities were enforced. Compliance and service-delivery were required of public officials and administrators.

Functionaries at times could not distinguish between party politics and administration. This separation is not easy to achieve; Van Niekerk, Van der Walt and Jonker (2001: 67). Bekker (1996:18) as quoted in Venter and Landsberg (2007:174) argue that at times the institutions like the Constitutional Court and the Public Protector are constantly called upon to defend their space and justify why certain policies could not be carried out. The introduction of forums which encourage community participation in the policy-making process requires functionaries and policy entrepreneurs to be transparent and inclusive in the process. The policy consultation in relation to Curriculum 2005, Revised National Curriculum Statement 2003 and National Curriculum Statement introduced in 2006 assumed a character of feedback and dissatisfaction were raised, Venter and Landsberg (2007: 174.)

The democratic approach of the South African government lead by the ANC provides a single nationhood while encouraging cultural uniqueness which could be linked to racial consciousness. This policy according to Venter and Landsberg (2007: 175) complicates the policy directive, as South Africa is culturally plural and with diverse values and interests.

The South African economy as well as politics is influenced by global factors. The fact that in order to attract foreign investments and be able to access funds from the World Bank and the International Monetary Fund, South African government has to comply with rules and regulations of world order which in principle clashes with the aims of redistribution policies of the ruling party.

Bekker (1996:18) as quoted in Venter and Landsberg (2007:174) states the rules imposed by these organisations put South African policy-makers in uncomfortable straight-jackets.

Due to the constraints, the end result is that not all policy objectives during that period could be realized. The problem was compounded by the incremental policy adopted by the South African government that affected service-delivery. Venter and Landsberg (2007:175) point out that the influence of the culture of political loyalty and the lack of opposition parties who command high levels of credibility and legitimacy, assisted in bridging the gap between reconstructive policy statement and policy realization.

The problem of the lack of state capacity to implement some of its programs led to the government realizing many pitfalls that helped shape

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new policies. For example, the election manifesto of the ANC in 2009 indicated that the child grants will be extended to the age of 18. The reality is that government needs to raise money to cover the grants. The government has, besides state expenditure, to provide funds for no-fee schools and feed learners in those schools that were identified under the nutrition program, particularly in the historically rural areas. To fund such programs the government should develop policies or amend old ones in line with international trends.

Venter and Landsberg (2007:175-185) suggest that policy-making in South Africa should be viewed as ongoing and interactive and could be assessed in terms of the processes that lead to the realisation of policy objectives which include the policy context; directives for implementations, integrated action that are aimed at policy delivery and the adaptation that takes place while the policy process is in progress. In facilitating policy development process the following three approaches were suggested: (i) clearing houses of policy initiative, (ii) integrated stream approach to public policy-making in South Africa, and (iii) interactive clusters of policy actors.

8.1. Clearing houses of policy initiatives

The wide range of institutions that direct the policy initiatives and dictate the stream of actions of those policies is regarded as clearing houses of policy initiatives, Venter and Landsberg (2007:83). Their influence begins at the identification of issues by policy entrepreneurs through to adoption, implementation and evaluation. Examples of clearing houses include national and provincial government departments where public hearing of

parliamentary portfolio committees is organised; cabinet and cabinet committees; the national assembly; the National Council of Provinces; Constitutional Court and provincial as well as local government institutions. These clearing houses arrange nation hearing and conferences to enable the public to participate in the shaping of public policies. The consultative summits and the ***imbizo*** or ***lekgotla*** could be used to dictate the stream of policy proposals. The most frequently used strategy by the ANC is 'road-shows' and 'advocacies'. The use of specialist forms of academia as well as consultancies provides an objective view on policy direction. The advantages derived from this sector are its ability to alert politicians and other policy actors what the real policy issues are.

Of the clearing houses listed above, the Government Communication and Information System (GCIS) and Policy Coordination and Advisory Services (PCAS) structures within the office of the president advise on the passing, reconstructing or halting of particular policy at any point in the cycle. The Constitutional Court has the authority to make a final decision on (1) the Act of Parliament, (2) Provincial Act, or (3) the Conduct of the President - whether it was constitutional. An illustration of this role was evident in March 2007 when the Constitutional Court ruled in favour of 'Hoerskool Ermelo' on the choice of Afrikaans as a medium of instruction to be used at the school. This decision emphasized what Maynard-Moody, Musheno and Palumbo (1990) indicated when they said that policy implementation should be based on a flexible strategy that would allow the adoption of local conditions.

The clearing house approach is not confined to government administrative institutions only. For example, the ANC policy forums in particular and directives from 'Luthuli House', which is the ANC headquarters, have a huge impact on what was implemented. Berman (1980) suggests that policy changes should be in keeping with the values of implementing agents. The recall of the former President Thabo Mbeki in 2008 illustrated the power that the ruling party wields over the administration.

According to Venter and Landsberg (2007:175) at any stage of policy-making there are many influences that could change the direction of the policy, and that policy is made and shaped throughout the whole process. The policy actions are ongoing and consist of consecutive stages of documentaries that would include discussion documents, governmental directives, the White Papers, legislation, regulations and cabinet memoranda for implementation. Venter and Landsberg (2007:170) indicated that the early stages of the process, particularly in the extra-governmental domain, might be driven by petitions and communiqué that indicate the need for a policy which in turn could lead to production of various statutes.

The policy actors in an integrated approach, for instance, would be organised into communities, depending on the issue. Most participants might be interested in a particular issue. The organisations such as the Professional Education Union; South African Democratic Union and Suid Afrikaanse Onderwys Unie would be classified as belonging to a community of policy stakeholders who are interested in shaping policies affecting teachers, their remuneration and working conditions. The

participation of such groups in the policy-making process could contribute to the policy content and in some instances the group could resort to using resistance, picketing or striking in order to force policy direction.

8.2. Interactive clusters of policy action.

The cabinet, parliament and the office of the presidency in any democratic government remains a key cluster of policy actors. The policies of the government are to a large extent driven by the ruling party. This suggests that the majority of policies and government programs are the ruling party's initiatives. The Mail and Guardian of May 2009 suggests that in President Jacob Zuma's administration, the power of the funding department shall be vested in the presidency and not in treasury. These new developments were due to the directive of the ANC's transition team. The team's main objective is to ensure that the budget should favour ANC's priorities, while Luthuli House plays a monitoring role in the performance of the government ministers. The "keeping a tight reign and pulling them back when they step out of line" policy that the ruling party plans to use in order to ensure that those deployed to parliament, toe the line, is one strategy that it plans using to ensure implementation of party policies. The final policy should therefore accommodate the ANC's constitutional structure, its policy desk, the wishes of its alliance, interest groups including business leaders, policies of the World Bank and IMF.

However, policy-makers do not only need traditional policy-making attributes such as laws and systems to making effective polices, they need to know and interpret the context within which they operate and the policy

that should be implemented well. They ought to understand how the organisational structures, culture, and processes influenced policy-making, including priorities that are required of them as ministers and employees of the party. They should constantly reflect on the importance of the constituency and how policies will play out in the real world and what the impact would be.

The following steps which are crucial in policy development, irrespective of the approach, should consist of (i) identifying the needs of intended beneficiaries, (ii) gathering of the necessary information that would assist in decision-making, (iii) evaluation of options to determine that which best addresses the problem, (iv) analyses of inputs and other transformational processes that have an influence on the construction of public policy, and (v) the intentions and operation of specific policy content should be determined, Roux (2002 : 418-436) .

The steps in policy development as approaches to policy process were described in order to provide an understanding of activities involved in the production of public policies. This information was crucial in the quest to determining the model best suited for implementation of Outcomes Based Assessment, and the techniques to be employed when managing the implementing of assessment in the Further Education and Training band.

9. Policy implementation

The effectiveness of the policy could be determined by the ability of the implementers to put into practice the expected outcomes indicated in the

policy. Therefore public policies should be directed by practice. Barkenbus (1980:6) maintains that:

> "Policy-implementation phase has always taken a back seat to the policy-formulation phase of the policy cycle. This is understandable because the public perceives the major policy battle as being fought over defining the policy itself. Scholars know better. They know that policies themselves are not self- executing and that the elaboration and setting forth of policy mark just the beginning, not the end, of a full policy cycle. The perils that face those actually having to implement policy are substantial''.

Policy implementation should be regarded as a means to test the assumptions that were made around the needs identified. The implementation of policy will rarely satisfy all stakeholders because optimum does not exist. The desired product will only be realised if appropriate combination of relevant inputs is realized.

Barkenbus (1980:7) argues that people should be surprised when there is any positive accomplishment arising from the policy itself because policy implementation is so difficult to achieve. Scholars of implementation research, particularly on government policies, beginning in the 1970s and starting with the work of Pressman and Wildavsky (1973), concur that there are problems in the implementation phase. Major challenges are associated with implementing judiciary policies while some educational researchers such as Hall (1995) and Newton (2000) echo the same sentiments i.e. that there is an implementation gap between national

policies and the implementation thereof. Lessons could be learnt from different authors who defined or explained what implementation is.

According to O'Toole (2000:263-288) and Henry (2001:295), policy implementation refers to the activities that take place between the establishment of a demonstrated aim on the part of a governmental institution and the ultimate impact in the world, which are carried out in the light of an established plan. Implementation refers to the process of converting financial resources, material and other activities in a formally coordinated way to produce goods and services for the benefit of the intended recipients. Edwards (1980) defines policy implementation as a stage of policy-making between the establishment of a policy and the consequences of the policy for the people whom it affects. It involves a wide variety of actions according to some definite plan or procedures such as issuing and enforcing directives, disbursing funds, assigning and hiring personnel.

The implementation of policy entails what should be done (performance). In most instances the government would be looking at improving the lives of the citizens; what the intended change should be (the impact of the policy of beneficiaries) and the interrelated activities such as providing funds, material and personnel that assist in ensuring that the apparent intentions are realised. This means that governments may implement policy in various ways. The ways employed are regarded as policy tools (including legislation, regulations, programs, grants, taxes, subsidies,

guidelines and standards) or instruments since they indicate the methods used to pursue the desired outcome. The outcome could be economical, educational, political or institutional.

Policy implementation should in essence imply bringing technical abilities, knowledge and skills of actualising the state, to the everyday running of government activities. All hands should be on deck. However, as Cloete and Wissink (2000:165) indicate, there is yet a common theory of implementation to be formulated. Some theoretical explanations are provided by scholars on the meaning of policy implementation. There are five interlinked variables that have been consistently identified by scholars in different disciplines such as health, environment, education and population development which could assist in understanding policy implementation. These critical variables are content, context, commitment, capacity, and clients and coalitions support.

Implementation is also indicated as a process that consists of various stages of decisions (inputs) and outputs of agencies for implementations, interest of the target group that should be complied with, the evaluation of the statutes that have been revised in terms of content influenced by the political system operating at the time, and actual impacts of those decisions, Mokhaba (2005:112). Brynard (2005) points out that it is not yet clear how many types of variables exist, or the beginning or end of the implementation process. There is a lack of common theory, particularly in South Africa because she is still in the midst of the implementation era, Brynard (2005). Majone and Wildavsky (1995:142) as quoted in Mokhaba (2005:113) indicate that policy implementation could be seen as a process

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in which the right activities should be found. While Pressmen and Wildasky as quoted in Cloete and Wissink (200:166), regard implementation as the ability to forge subsequent linkages that in the causal chain would lead to obtaining the desired results. This suggests that policy implementation is a process of assembling certain elements that would yield the required output or actions that culminate in realizing the objectives or aims of the policy.

The standard dictionary defines the term implementation "as the act of accomplishing some aim or executing some order"; "to put into effect according to some definite procedure or plan". One could assume that implementation of policy would require that those who are dedicated, loyal and interested career administrators would put into effect that which has been authorized. These sets of organised activities by government are deliberate and directed towards achieving the goals and objectives that were articulated in an official and formal policy statement; thereby trying to address what actually happened that warranted change. In addressing the casual implementation process, the missing link should be found. Hargrove (1975) in Cloete and Wissink (2000:166) points out that literature revealed that implementation research was too restricted in (i) time where the emphasis was on cross-sectional versus longitudinal analysis, (ii) the number, (iii) type of policy; (iv) defining of concepts of implementation, and (v) approach where there is over-reliance on either a top-down or bottom-up approach, instead of using both.

Certain literature highlights what has been done to clarify the complexity of the implementation process and indications are that it could be traced

through three generations of research conducted Brynard and Erasmus (1995:166). These generations of researchers are:

- Classical thinkers
- Critical thinkers who set out to challenge the assumptions of the classical thinkers
- Analytical thinkers.

Theorists who wrote on implementation agree on certain criteria that models on implementation should contain. According to Winter (1990:201); Goggin, Bowman, Lester and O'Toole (1990); Hasenfeld and Brock (1991) implementation should be a process that involves making decisions and/or actions that are directed towards putting policies into action. The emphasis should be placed on the measures to reach outcomes using the means at our disposal. The views of scholars on policy development could be in the first, second, and third generations of researchers who wrote on policy implementation.

Generation I (A cog in the administration machine)

The first generation of policy analysts viewed administration and policy implementation as something that should be centralised at the top, and subordinates should carry out decisions made at the top. Their perception was that administration is 'scientific'; 'rational'; predictable and 'machine like', according to (Cloete and Wissink 2008:185). Their view was based on the assumption that once a policy was made by government (at the top) it will automatically be implemented and the desired result achieved will be similar, or close to that which was expected by policy entrepreneurs. (Cloete

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and Wissink 2008:185) indicate that this approach to policy administration was based on three basic concepts that assisted in showing the natural linkages between implementation and the administrative machine.

Max Weber's view of the bureaucratic administrative system based on hierarchical structures which are rational, legal and have the authority to make decisions at the top, were responsible crafting policies. The second concept of administration was that by Woodrow Wilson where he argued that politics, which is the formulation of policy, should be separated from administration and policy implementation. He was of the opinion that administration should be done by civil servants who are apolitical, knowledgeable and neutral. The third concept is based on the work of Frederick Taylor (the principle of scientific management) which minimized the importance of implementation by providing principles of efficiency as a basis through which administrative performance could be evaluated. His model was based on organisational hierarchy, separation of politics from administration and efficiency, Cloete and Wissink (2008: 185).

Generation 2. (complexity of implementation)

The second generation of authors questioned the idea of separation of politics and administration which was proposed by the first generation in the classical model. They argued that public policy did not work as efficiently and orderly as believed. This group indicated cases such as the Watergate scandal and the unsuccessful American intervention in Vietnam that emphasized the need for bureaucratic control.

Through cases that are studied in the United States in the 1960s, the scholars identified that policies were not working as they ought as indicated in the classical model and that there were many complexities in administration, policy implementation and politics as pointed out by Cloete and Wissink (2008:185).

Generation 3 (The search for implementation theory)

Despite the fact that implementation received the recognition it deserved as a vital cog in the policy development cycle, there is still a need to gather information that could be compared with other theories and views on implementation.

Cloete and Wissink (2008:185) amply pointed out that:

> Researchers do not agree on the outlines of theory of implementation or even on the variables crucial to implementation success. Researchers for most part, implicitly disagree on what should constitute implementation success; especially in the multi-actor setting. However, even among those who seem to share assumptions on this issue, for instance those who utilise an unambiguously top-down perspective and seek to execute the wishes of a central sovereign state, there seems to be considerable diversity.

The perception is that policy implementation is an administrative choice and that after the policy has been legislated it will automatically be implemented. However, how to determine the value or the effectiveness of

such policy is still a question as there is no common policy-analytic method or a common technique that could be used to measure such a policy.

The contributions made by this generation of implementation researcher were crucial in enhancing people's understanding of those variables that impact on implementation, Cloete, Wissink and Coning (2008:186), despite the fact that some researchers believe that the contributions made lacked a casual understanding, analytic approaches and conceptual models of organising framework on implementation theory. Barkenbus (1998:6) argues that implementation requires some technical expertise and that administrative agencies are charged with responsibility of carrying out the dictates of the policy. This makes them front-line organisations for implementation, and grants them the opportunity to influence policy directions. Since policy implementation is a phase of policy-making which lies between policy proposal and the consequences or impact on the people it affects, it is influenced by the approach or model used Makinde (2005:64). Sinclair (2001:79) says that models used to implement policy shall always be influenced by the political and social setting as well as actors who shape its content and their support of it. While Smith (1973:142) points out that:

> "Models of policy-making have not taken seriously the importance of policy implementation in the analysis of public policy. For the policy process in the Third World nations, the implementation of policies is an acute phase in the process. I contend that we must re-evaluate the importance of policy implementation if we are to explain policy process or to seek to inform policy-makers on how they should go about making policy", Smith (1973:142).

Policy implementation should be seen as the ability of the implementing organ to forge links between the intention of the state and the desired outcome of the proposed program. However, there is still lack of common theory on when implementation begins and types of implementation

According to Matland (1995:146) research on implementation revolved around two schools of thought which are regarded as most effective methods for describing implementation, namely top-down and bottom-up. Other models that would receive attention in this section are the "9- Steps Implementation"; and "the Pathways".

9.1. Top-Down and Bottom-Up planning

The Top-Down models as indicated by Mazmanian and Sabatier (1983:20); Brynard and Erasmus (1995:169); and Sabatier (1986) in Cloete and Wissink (2008:187) view implementation actions of officials and target groups to be in line with the goals embodied in the authoritative decision which is located at the central level of government. Where policy at that level should take decisions to address the following:

- To what extent were the action of policy implementers in keeping with the objective and procedure of a policy?
- To what extent were the objectives of the policy realised within a specified period?
- Which major factors affected policy outputs and impacts?
- How was the policy reformulated in order to make it more effective? (Cloete and Wissink, 2008:187).

The national authority which could be the cabinet is best placed to pass laws, statutes and regulations that are most relevant to produce the desired results and address the questions raised above. Mazmanian and Sabatier (1989) in Matland (1995:146) argue that the probability of successful implementation is dependent on: (1) tractability of the problem, (2) ability of statute to structure implementation, and (3) non-statutory variables affecting implementation. One such variable could be the political landscape at play, extreme stinginess or the reluctance to spend money on programs that could be viewed as unfruitful expenditure.

Those who propound top-down models tend to propagate policies that could be generalized, that exhibit patterns and have variables that could be manipulated at the top, Matland (1995:146). It is believed that by making policy goals clear and consistent; limiting the extent of change that is necessary**;** minimizing the number of actors and placing implementation in the agency that is sympathetic with the goals of the policy, will improve chances of successful implementation.

However, Matland (1995:147) points out that there are several challenges associated with this model to policy implementation, such as the strong desire to generalize. This would require that consistent recognisable behaviour patterns across different policy arenas should be found. The conventional top-down models on social policy should take into account the interest and needs of the community; the value system and the political factors that influence the perception on policy. As a consequence, top-down models usually lack details on current and future social and cultural options

which may be relevant for an appropriate assessment of social policy proposal.

According to Matland (1995:147) three sets of criticisms are leveled against top-down models to policy implementation, namely:

- Taking the statutory language as their starting point. This fails to take into account the contribution of actions taken earlier in the policy-making process which might constitute barriers to implementation process if not carefully studied.
- Their views of implementation as an administrative process and thereby ignoring the political implications associated with the policy process. Their insistence of clarity; formulation of rules that could be traced back to Max Weber's view on bureaucracy and the separation of politics from administration, could lead to the proponents of this model in trying to insulate a subject that is in itself embedded in politics, to be apolitical.
- Their over-reliance on the statute as key actors without recognising the contributions made by local actors. Local actors are merely seen as impediments to successful implementation and need to be controlled. In reality it becomes very difficult to control other agents in the policy cycle because the implementers have knowledge of the community for which the policy was developed, and that gives them an edge to modify the policy and thereby becomes street level bureaucrats.

9.2. The Bottom–Up Approach planning

There is a belief that to realistically understand implementation it would be best if policy could be viewed from the targeted beneficiary's point of view as well as the impact that the policy has on it. It should be borne in mind that implementation takes place centrally, e.g. where the National government would centralize programs and determine how the program would be managed. According to Matland (1995:146) this process of centralising policy management is called macro-implementation. The macro-implementation of policy would require clear rules and regulations; clear time lines; clear measures to evaluate the impact of policy which would be ideal in situations where bureaucratic control could be exercised. In the case where the administration is big with varied value systems and political tensions, the macro-implementations process would be exposed to exploitation and sabotage if the implementers are not in favour of the proposed policy, as they are expected to react to the macro-level plans. These reactions of local implementers could result in variations in the interpretation of the central plan.

When centrally planned programs are to be implemented at a local level and also on a large scale, environmental dynamics should be accounted for. Local implementers are members of their community; they are influenced by a local institutional setting, and they would develop their own programs to be implemented because they have local knowledge. Matland (1995:146) argues that contextual factors are found in the environment within which the macro-implementation takes place and determine what actually gets implemented; in the process altering rules

that were created at the top. Palumbo, Maynard – Moody and Wright (1994) in Matland (1995:148) point out that the macro-implementation process is likely to fail if local level implementers are not given the lee-way to adapt the program guided by local circumstance.

The macro-implementation level is characterized by the need to understand the goals, activities and contacts of actors at local level in order to understand implementation. Proponents of the micro-implementation process indicate that policy influences and affects people at the micro level. In order to predict the policy effects, it would be necessary to evaluate the influence of policy on the actions of street-level bureaucrats, Weatherly and Lipsky (1978) in Matland (1995:114).

The major difference between the top-down and the bottom-up approaches is that the former is based on the need to prescribe what ought to be done by stating rules to be followed, while the bottom-up approach has a strong desire to describe what factors were instrumental in causing difficulties in the achievement of intended goals. However, the two approaches are mutually exclusive. They both have strong points and challenges but when combined they could offer an improved policy implementation process because both offer very useful insight into policy implementation. Policy implementation has, however, various challenges such as the control factor arising from the Public-Private-Partnerships. The non-government entities are sometimes required to implement public programs. The government on the other hand has limited control on the functions of non-public entities and the behaviour of non-public servants who are loyal to

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their institutions, and clients could not be coerced to implement programs that would not lead to profit-making ventures.

There are various reasons why implementation might not succeed, such as indicated by the "9-Step Implementation" model that 9 out of 10 major change initiatives fail because of the following factors:

i. inadequate communication and influence requirements that are associated with the project
ii. the role changes resulting from the new programs that are instituted and not addressed in detail.

9.3. The Pathways Implementation

This model of implementation suggest ways for identifying desired changes for successful implementation of content and process by developing 9 steps that describe the core activities associated with each step that should occur at certain points for the change to succeed. The 9 steps are grouped into those that relate to assessment, goal setting and planning. (Step 1–5) - change leadership and preparation for implementation (Step 6-7) - and implementation and monitoring (step 8-9).

9.3.1. Assessment, Goal Setting and Planning

The first step in this phase arises from the need for change that could have been brought about by a new policy or legislation. In the case of the National Curriculum Statement, the South African Government after 1994

decided to provide an education system that was based on the respect of "human rights", "equality" and "justice". There was a need to clarify why all children were to receive an education. The justification to offer a different education system was provided by Section 29 (2) (a) and (c) of the South African Constitution (1996). This section indicates that the State should consider equity and the need to redress the results of the past discriminatory laws and practices. Advocacy of the policy are required in order to inform the citizens on the need to align the education system with the constitution. The nine steps are discussed below on what could have been done to make assessment policies more relevant in the current schooling context.

STEP 1 of the Pathways implementation indicates an assumption that the relevant stakeholders had evaluated practices of existing policy or the needs of the beneficiaries, in the case of the education system, in order to propose change in the curriculum in the schooling environment that is highly politicized and perceived to be learner centered. The administrators, educators and other interested parties would be required during this step to understand the proposed change in order to develop plans that should meet needs and gaps that existed in the system. The proposed program should assist in the development of skills that are required by learners to contribute as citizens and consumers in the 21^{st,} century, DoE (2005). Other elements necessary to enable learners to become successful, had to be built into the new program.

STEP 2: Lobbying in some cases could be used to generate interest in the new program. In the case of the National Curriculum Statement, research

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in international trends in education needs to be established in order to determine a benchmark to assist in setting initial goals and strategies. These benchmarks should indicate what worked and provide challenges in similar settings in order to guide best practices which have histories, Marrow (2001:87). Learning and knowledge should be based on every day practices in which they are embedded. When educators reach out to embrace the new approaches, they are influenced by what they already know and are comfortable with, Walkup (1997: 37-60).

In step 3 the level of preparation and the readiness of the people to accept the proposed change, are assessed. Feedback from advocacy meetings and road-shows could provide valuable information on capacity of infrastructure to implement the program; the ability of the implementers and their support for the proposed change is assessed. If systems and people in this step are not ready after being assessed, further capacity building processes should be initiated. In this step factors that could lead to non-implementation are reassessed and preparations for resources, plans to acquire the resources and means of addressing resistance to new programs need to be in place. Other priorities or initiatives that might compete with the proposed new program should be assessed in order to take appropriate measures. If feedback from step 3 suggests that the systems and people are ready, then step 4 might be skipped. Step 5 will be initiated in which goals and strategies are refined based on the support for change. The support for change should be aimed at reducing the emotional experiences experienced by educators. According to Hargreaves (2000) and Taylor (2007:557) when educators are not threatened by change their sense of efficacy and ability to provide quality education for learners may

be improved. The staggered phasing in of the new approach allowed for the refinement of the approach and changes from old practices.

STEP 6 and 7 concentrate on change leadership and preparation for implementation. According to the Pathways implementation model once the overall change, goals and strategies are clear a new government structure had to be put together that would define the roles of stakeholders that are involved in the project. The subject statement, subject assessment guidelines and the National Protocol on Recording and Reporting were provided to assist in ensuring that educators have a model to follow, a structure that would facilitate the attainment of the goals, created boundaries for teams to operate and standards that implementers were to be held accountable for, and against which the scope of activities are based.

In step 6 key activities of the project are indicated and step 7 points out requirements that could enable effective implementations which are:

- Leadership developed
- Communication and influence training
- Organisation design training and infrastructure development
- Creation of a measurement system for assessing the impact of the change and for making appropriate adjustment to ensure the project success
- The creation of a new role description for those whose task responsibilities are changing

- Professional development for those whose roles are changing as a result of the project.

Through effective leadership and guidance aimed at communication plans that would capture and influence buy-ins which are necessary to ensure success of the new program could be provided; teams established; purpose and functions of the teams outlined.

Step 8 could only commence once the leadership requirements are met. This suggests that implementation process and the success of the program are dependent on meeting the requirements of step 7, while step 9 is also based on step 7. It assesses the development of systems that were developed in step 7. If deviations are detected, adjustments should be made immediately. This step provides information that could be used in assessing and designing the required resources for the program; highlighting key factors for successful monitoring and identifying support structures that would ensure successful implementation, according Pathways to College Network

The nature of the policies that are developed in third world societies are new, and deviating from past policies in the same area of concern. It leads to development of policies that are ambitious and designed to bring about social reforms. This is especially true considering the RDP and GEAR. These programs were aimed at inducing changes in society that had varied value systems.

9.3.2. Challenges to the Pathways implementation model

The assertions in the Top-Down implementation model was that the preconditions to successful implementation is a good casual theory and statutes which define the policy objectives clearly, Sinclair, **(**2001). According to Schofield (2004) it is not possible to capture the complex dynamic and evolutionary processes involved in policy-making. The bureaucratic processes in public administration which often lack capacity to implement have an influence on the ability of government to implement certain programs. Smith (1973) indicates that this is the challenge that is faced by third World Nations and is not usually found in Western Society. Smith (1973) believes that Third World nations lack qualified personnel to implement policy; there is insufficient direction and control from political leaders; corruption and opposition to policy itself. Despite the process followed by the government making the policy, whether the method was modern, elaborate and most rational, this will be meaningless if the administrators cannot implement it Smith (1973).

The theory and practice of policy is essential for successful implementations of policy, particularly public policy. The implementation models are numerous and not limited to the models discussed in this thesis. However, the Top-Down and Bottom-Up and Pathways implementation (9 steps) models are crucial, as they could clarify decisions for and how assessment in the further education and training band is implemented and managed.

10. The policy implementation process

The purpose of a government policy should be geared towards changing established patterns within old institutions or to establish new patterns. By changing or creating patterns the government policy generates tension in society (Smith 1973), which causes strains and tension to those who should implement the policy and those affected by it. This tension might cause transaction patterns that require the establishment of institutions to assist in the implementation of the policy. According to Smith (1973) there are four components that are important in the policy implementation process; the idealized policy, the implementation organisation, the target group and environmental factors.

10.1. The idealized policy

Idealized policy is based on the ideal patterns of interaction that the policy-makers are aiming to induce. The idealized policy comprise of four categories of variables that are relevant to the policy and included in these categories are: (i) The formal decision either as law or programs, statement or regulation that the government chooses to implement; (ii) what the policy tries to invoke in the society. Such as indicated in the Bill of Rights as stated in Section 7(1) in the South African Constitution (1996) which stresses the principles of human dignity; equality and freedom; (iii) The idealized policy could be classified into (a) either simple or complex; (b) organisational or non-organisational. Non-organisational policies are those that constitute interaction outside the

formal organisational context, (c) distributive, re-distributive, regulatory; and policies that are either intensive support; source of policy or a scope.

Idealized policies like any other policy are subjected considerations such as whether the policy was in the best interest of the public; how well it achieves the stated objectives and whether resources used in the implementation of the policy were well utilized; whether the policy is acceptable and politically viable. These factors are based on the values on which the policy on National Curriculum Statement should have been based. Calabresi and Bobbit, (1978:17) put this succinctly when they say:

"….. for it is by the values that are forgone no less than those are preserved at tremendous cost that we know a society".

Regardless of the type of policy, it would be ideal that a team develop such a policy in order to reflect their values and approval, in order to lessen resistance during implementation.

10.2. **The target group**

The target group in this instance refers to those who are required to adapt new patterns of interaction. This group is within the organisation or affected by the policy**.** Fullan (2001:108) cautions that the developers of policies should not assume that their version of the envisaged change shall be the one that could be implemented. Environmental conditions that implementers have to interact with will invariably shape how the policy gets implemented or modified. The adaptation of policy is influenced by the following factors:

i. The leadership of the target group.

ii. Experience on the group and their responses to past governmental policies.

iii. The degree or institutionalization of the target group.

10.3. The implementing organisation

Government policies are implemented in a unit of governmental bureaucracy which is characterized by:

- The structure and personnel. If the personnel who must implement the policy is unqualified and the administrative organisation is unstable the capacity to implement the policy shall be reduced.
- The maturity and style of leadership.
- The capacity of the implementing organisation and its ability to meet the objectives of the program.

The structure, nature of leadership and the capacity of the implementing organisation influence how the program eventually gets implemented and also how it is influenced by environmental factors.

10.4. The environmental factors

There are factors which are key to implementing policy which constitute a constraining corridor that the policy must be forced through, Makinde (2005:63) and Smith (1973). These corridors could be tensions; transaction patterns; institutions and feedback. It should be considered that policy implementation process is continuous and that it is difficult to

predict the length of certain processes to become institutionalized. Enough time should be created for definite patterns to emerge. A methodology for determining whether the policy meets its objectives could be viewed from examining the patterns emerging from implementing the policy, and comparing them with patterns in the idealized policy proposal. However, the success of public policy according to Peters (1993: 91) is limited by the following factors:

10.4.1.Policy issues

Policy ambiguity arising from ambiguity of goals, which lead to misunderstanding and uncertainty sometimes leads to implementation failure. Matland (1995) suggests that policies should have a clear goal. However if goals of the proposed policy are clearer, existing actors might become aware of the threats to their domain and take action to limit the range or scope of the proposed policy (Matland 1995). This would result in maintaining their hold on existing patterns, including structure and bureaucracy.

If legislators have knowledge of causes of community needs and possible pitfalls, conflicts that could arise may be minimized and reduce the implementation problem that could result in widening the gap between policy intentions and results. The implementation gap arises when those who should implement it, do not know what they are supposed to do regardless of theories at their disposal. Erroneous decisions are sometimes taken that lead to increased conflict and non-implementation of policy in its original form. Such conflict could be attributed to the political

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landscape in which the policy was crafted and the values and beliefs that implementers have which may have gone awry to the specifications of the policy.

10.4.2. Political setting

The government is formed by the party that won majority votes in the general elections. These electorates have to support the policy or program when it goes to parliament. The implication is that members of the ruling party and other parties, who have common and/or shared understanding on an issue, would be in a position to pass it. Politics have a huge influence on the formulation of legislation and the political process that leads to a decision. Sometimes this process may lead to ineffective implementation of programs passed in parliament. This is due to the trade-offs and conditions that have to be entered into before legislation is passed.

Mokhaba (2005) indicates that legislation is bound to be written in general language in order to accommodate concerns that are raised by political parties. This creates potential of running the risk of masking the intensions of the implementers. Peters (1993: 93-94) argues that this political process may plant the seeds of legislature destruction. Therefore it would be proper for policy designers to consider all relevant factors including the interest of social groups in policy development.

10.4.3. Legislation

Implementation according to Mazmanian and Sabatier (1983:20) is the carrying out of basic decisions which usually are incorporated in statutes. The nature of the legislation affects the suitability and effectiveness of public policy and implementation thereof. The law regulations are the starting point in the authoritative decision and differ according to their specific areas of address. Their extent to binding individuals and organisations depend on the functionality of those units. This view is expressed best in Mokhaba (1995) when he stated that a policy is a chain of hypotheses which is determined by circumstances of adoption and the characteristics of the policy. The successful implementation of any policy shall be determined by the authority and political support for the program.

10.4.4. Time problems

Makinde (2005:64) says that policy failure occurs when there is a sizeable gap between a policy decision and its implementation. This gap inhibits the ability of institutions to respond timeously to the needs of the beneficiaries. According to Makinde (2005:66) the implementation gap could be viewed from the time the implementing institution takes to respond to needs. If implementing institutions lag behind needs, this will be referred to as a linear time problem. A linear time problem occurs when implementing institutions base their responses on experiences from other policies rather than responding to the need guided by current conditions. This is typical of institutions that react to needs and sometimes responding to past crisis rather than addressing current and future crisis.

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Other time problems are cyclical in which macro-economic policies are implemented. Because of the fluctuations in economic environment, there may not be sufficient information to predict the reactions in the market. Therefore policies should both be correct and on time in order to achieve the desired outcomes.

10.4.5. Interest groups

It should be noted that for policies to be successful, interest groups including beneficiaries, should be involved in the development and implementation. A participatory system could be a better option for government to follow, particularly when implementing complicated and ambiguous legislation Makinde (2005:65). Citizen participation in the development process would help in considering policy directions that would have huge impact on the community and to find a common ground. However, according to Privy Council Office (2000) citizen participation should be aimed at building capacity, foster commitment and should include trade-offs when the policy addresses issues that might result in conflicts of values.

On the other hand through Public-Private-Partnerships the Government, through relevant laws could make provision for interest groups to contribute to developmental policies. However, this could create an opportunity for interest groups to voice or frustrate policy initiatives that they do not agree with. Cloete (1998:148) indicates that sometimes interest groups might become a stumbling block to policy implementation when those policies are not serving their interest. On the other hand, if the

group is made to feel a sense of belonging they may commit themselves to implementing the policy.

10.4.6. The institutional settings

In my democracy, the governmental entities enact laws and allocate resources, including identifying the unit that should implement. Given the nature of policies that government had to develop and to have implemented, this pose challenges. There are various institutional dynamics which need to be responded to in order to create the desired pattern. These factors might affect the ability of institutions to respond in time to policy needs. For an administrative unit to implement policy successfully, it should have the following characteristics as indicated in (Peters 1993:36):

- Uniform norms and rules throughout the institution
- Perfect information and communication
- Adequate time to implement the program
- Unitary performance where it would be like an army marching to the same drummer
- No resistance to commands.

This is not always possible in an administrative unit which is characterized by street-level bureaucrats and public officials who are not apolitical. The principle of accountability would assist in holding functionaries responsible for their action. The Batho-Pele Principle could be another

way in which officials may respond to the needs of communities they serve, and in time reduce conflict arising from ambiguous policies.

10.4.7. Institutional polities within public institutions

The nature of governance requires interdepartmental corporation when policies are to be implemented. For example, when the Department of Education introduced no school fees, this required the department of finance to provide a budget for that and the South African Reserve Services had to collect funds for treasury to allocate. Problems could be encountered during implementation which would require that the units affected needed to have a common goal. If there is disunity of communication and divergent loyalty, the implementation of the policy could be threatened. Competing loyalties and lack of interest may have a negative influence on the performance of the policy. The situation could be compounded if private institutions were leading the process since their loyalty may be to their client. Factors such as limited resources and clearance points, in the case where more than once institution is involved needs to be addressed and agreed to before any policy proposal could be translated into action.

10.4.8. Institutional disunity

The ineffectiveness to implement public policy and unsatisfactory outcomes of certain policies could be attributed to the reduction of political pluralism to adversarial bi-partisan. Public institutions seldom have unitary administration, which is a cause to breed disunity in

institutional structures. If parties adopt confrontational and adversarial politics, then parties could try to block each other which would result in unstable, unsatisfactory politics despite the existence of a legislative majority.

The degree of central party control which could lead to disjunction between the parliamentarians and the National Executive Council in the case of the 'African National Congress' could influence implementation. If members in the field do not share values and goals with parliamentarians, implementation problems could occur. Start and Hovland (2004:58) contend that a change in the values and program is required when a change in leadership takes place. For example, in 2008 when the ruling party 'recalled' the then President Thabo Mbeki, some Ministers and public office bearers were perceived to be loyal to his policies. This caused disunity and discomfort to institutions tasked to implement policies. To lessen conflict arising from divergent views, Makinde (2005) argues that policy-makers should plan with the people rather than for the people, in order for a sense of ownership of the program to be forged.

10.4.9. Institutional communication

Communication is vital for policy implementation. Communication instructions which are clear need to be given to units that are responsible to implement. If the orders that are given to implementers are not consistent and clear, they may cause misunderstanding and confusion, Brynard (2005:21).

In effect, implementation instructions that are not transmitted, that are distorted in transmission, that are vague, or that are inconsistent may cause serious obstacles to policy implementation. While Edward III (1980) in Makinde (1995:65) suggest that directives should not be too precise because those that are too precise might hinder implementation, because of their ability to stifle creativity and adaptability and do not leave room for flexibility, where implementers could exercise their discretion, Makinde (2005:65).

Another factor that contributes to non-implementation could be the various levels that information has to be passed to. Between the policies initiator to the implementer there could be distortion due to random error or deliberately. When selective reporting takes place information may be lost. The information that has to be transmitted through hierarchical levels leads to distortion of information and inhibits the ability to implement.

Implementation could be affected by the amount of discretion that implementers have and their independence from supervision, who might be initiators of policy. Sometimes the complexity of the policy and classification of certain information as secret compromise the way policy should be implemented. A typical example could be the appointment of the Board of South African Broadcasting Corporation that the NEC wished to ratify, before the President had appointed it. This caused a conflict of interest in the ruling party.

10.4.10. Standard Operating Procedures

Learned responses of the institution to handle certain problems in order to assist the organisation to run smoothly are regarded as standard operating procedures for that department or institution. These standard operating procedures are followed in response to policy problems. The government was necessitated to follow strict guidelines to purchasing goods and services. The service-provider should be listed on the departmental data base and at least three quotations should be sourced before purchases or orders could be placed with a supplier. Although this practice is important as it curbs the inclination to buy from family and friends, the time taken to get quotations and the actual delivery of services might cause delay. Some potential suppliers who could offer a better service or product are not listed on the data base.

This is also true in the manner in which government departments have to develop operational policies. Standard procedures had to be adhered to, particularly when a new approach to current policy or a new policy is considered. The institution will continue to approach the problem or policy in the standard manner that is set, regardless of whether the approach or policy did not assist in implementing the proposal successfully. Sometimes adherence to standard procedures results in lag times in responding to problems because of bureaucratic red-tape which could become barriers to implementation. If standard operating procedures do not leave room for adjustment arising from local conditions, they could create stereotype reactions in response to situations and failure to respond appropriately to new challenges.

10.4.11. Incomplete and inaccurate planning

Nakamura and Smallwood (1980) in Cloete and Wissink (2001:172) acknowledge that the process of formulation of policy gives important clues about the intensity of demand, the size, and the degree of consensus among various stakeholders that implementers could use in planning for implementation. A number of challenges could arise during implementation if implementers or institutions develop incomplete or inaccurate plans. This could be due to the lack of insufficient information on the size of the problem; the intensity of the demand for change or the intensity of the conflict generated by the new proposal.

If the institution implementing the policy knows the intensity of demand and the size of the beneficiaries, it would be possible to identify possible pitfalls relevant to the policy and be able to plan ways to overcome them. If the program addresses social issues, it is recommended that a pilot project be used to determine the impact of the policy before it could be implemented on a large scale. The use of pilot projects will inform policy designers on how full scale implementation could be carried out from lessons learned in the pilot. However, due to the nature of some programs and the intensity of demand, the implementation of such programs might not warrant the need for piloting as valuable time could be lost during the pilot phase.

Although there might be gaps in the implementation research between the Western Europe and American scholars, through collaboration this is narrowed and South Africa could benefit from such ventures, Cloete; Wissink and De Coning (2008: 193). Various models of policy

implementation involving the collective approach which might be relevant to implementation are researched in developing countries. Brynard and De Coning (2008: 193), when trying to make sense of implementation gaps between the developed and under-developed economies, posit the following:

…it emanates, instead, from the always implied, often stated, never actually tested, and practically unchallenged assumption that not only local conditions but the very process, by which implementation occurs is fundamentally different in the developing and industrialized societies, Brynard and De Coning (2008: 193).

11. Critical Variables in the implementation of public policy

This assumption indicates that there are different implementation practices between the developed and developing societies. Even though there may be variations in how specifications manifest themselves in different societies, there are broad clusters of variables that shape the directions in which implementations take place. The process of implementations might be complex but scholars in different countries at various levels of economic development have identified common variables that are critical for policy implementation. According to Cloete, Wissink and Coning (2008:193) there are FIVE critical variables for studying policy implementation which they refer to as "the 5-C protocol", comprising:

- Content
- Context
- Commitment

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- Capacity
- Clients and conclusions.

Policy implementation should be understood as a complex political process which involves the alteration of resources and activities which Wittrock and De Leon (1986:55) in Cloete and Wissink (2000:178) indicates, that this process should not be neglected. When implementing policy it should be remembered that the FIVE critical variables are interlinked and influenced by others depending on the situation and conditions where the policy is implemented.

11.1. Content

Lowi (1963) in Cloete and Wissink (2000:177) posits that policy is distributive; regulatory or redistributive. In general terms, distribution policies are those that create public goods for the general welfare and are non-zero-sum in character. Regulatory policy specify rules that should be followed or obeyed and those who do not comply are punished, while the redistribute policies are developed to change allocation of wealth or power of some groups at the expense of others, Cloete, Wissink and De Coning, (2008:197). Critical points about this assertion by Lowi is that politics are determined by policies, and that "the most significant political fact is that governments coerce", Lowi (1963) in Cloete and Wissink, (2000:180). What then becomes policy content is determined by the amount of and the

extent to which the government coerce communities and societies. There are various means of power that are used by government to coerce, such as those that are remunerative and/or normative. These arsenals of influence are used to achieve the goals of policy. The importance of policy content is not limited to the means used to achieve the objectives of the policy only; how the goals are determined and the means to achieve those goals are as important as the achievement of the objectives of the policy.

11.2. Context

Policies are not developed and implemented in context-free environments. There are policies that address specific areas such as economic, politics, social and legal settings. O'Toole (1986:202) in Cloete, Wissink and De Coning (2008:198) puts it succinctly when saying that implementers should pay attention to challenges emanating from contextual influence which impact on effective implementation processes; corridors through which implementation must pass and reflect the realities of the systems which shape the policy and its implementations. Sometimes implementers need to bargain, accommodate various perceptions, be threatened, display respect gestures and cajole in order to build effective working relations that would enable successful implementation processes.

In the case of the National Curriculum Statement, this policy provides a broad contextual framework that guides educators' plans, regulations, and

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purposive objectives about all the essential elements of the new approach to education as occurring in a formal context provided by legislation.

11.3. Commitment

The Word Web defines commitment as "the trait of sincere and steadfast fixity of purpose or the act of binding yourself intellectually or emotionally to a course of action". Assuming that the government is committed to improving the well-being of its citizens, it could be concluded that in implementing its policies it has to show good governance. Cloete and Wissink (2000:178) argued that implementation includes all the activities that happen after the statement of policy. Those activities involve the exercising of political; economic; administrative and legal authority in managing the affairs of the nation, in order to improve the lives of its citizens.

Against this background we could judge the service-delivery or governance as good or bad. Good governance shall mean the achievement of most appropriate policy development to develop the society in a sustainable manner and to be responsive to their needs, while remaining accountable to the voters. In achieving the objectives of the policy those who are responsible should be willing to implement the policy.

Failure to implement policy could be attributed to negligence or willful refusal to apply correct techniques. The premise is that effective implementation requires commitment and that committed implementers need to be lead; subordinates' skills need to be developed in order to

ensure effective policy implementation. This implies that the public service shall be effective when appropriate systems are in place, and that skilled public servants who implement policy have the correct attitude and traits of service; are steadfast; have fixity of purpose to act in the interest of the community. Lack of motivation and deficiency in leadership could contribute to slow policy implementation. There are two important commitment factors which reinforce key implementation variables as indicated by Cloete and Wissink, (2000:181), as follows:

- Commitment is not only important at "street-level" but all the levels through which policy passes. In case of international commitment, this includes the regime level, the state level, the street level and the levels in-between.
- Commitment will influence and be influenced by all four remaining variables: content; capacity; context; clients and conditions. Those interested in effective implementation cannot afford to ignore any of these linkages and are best advised to identify the ones most appropriate to "fix" a particular implementation process.

The corridors through which the policy passes should be conducive for professionals, clerks and administrators to accept their responsibility and acknowledge that the execution of policy will always take place in a political domain. While commitment is important at all levels of the process, effective and efficient bureaucratic structures should be established and developed to match the needs for implementation. Without commitment little shall be achieved, Warwick (1982:135).

11.4. Capacity

Successful implementation of public policies depends on the professional abilities, skills, interest and attitudes of public servants. These office-bearers - including managers and supervisors - are therefore appointed on the basis of their abilities to manage or supervise the duties of those reporting to them. The capacity of the public servants to deliver public policy should not be based purely on party political affiliations but rather on ability and knowledge of the policies involved. Capacity as viewed by Brynard (2001:181) could be generally seen as structural, functional and cultural ability to deliver the necessary service. The capacity to implement will include both tangible resources and intangible requirements. Brynard (2001:192) say that intangible capacity to implement would mean "the political, administrative, economic, technological, ethical and social environment within which action is taken" and must be sympathetic or conducive to successful implementation.

The way in which government could affect changes in response to resource shortages, as is the case in South Africa, could be through refocusing, prioritising and changing governmental structures that could influence the success on implementations. A possible approach in addressing capacity could be the way in which government changes from a system of centralized to decentralized planning, delivery and control of lower levels in the public sector; Cloete, Wissink and Conning, (2008:200). This is based on the assumption that those at the lower levels of implementation are committed and have the capacity to implement.

The government could outsource certain services instead of rendering the service itself. When the government outsources, it should facilitate and coordinate the implementation through a variety of ways. Cloete, Wissink and Cloete (2008) suggest "alternative service-delivery mechanisms" which might include:

- Assistance
- Decentralization
- Corporatisation
- Joint ventures
- Partnerships and alliances
- Privatisation
- Outsourcing
- Regulations.

The choice between outsourcing and using own staff to implement could be assisted by answering the following questions indicated by Cloete, Wissink and De Coning (2008:201). These questions should assist in determining whether a traditional public service agency could provide the service:

- At the required level (quantity, quality and cost-efficiencies)?
- In the required way (participatory, people centered)?
- With the required legitimacy and controls?

It is common knowledge that there is lack of capacity in public organisations to implement all policies. It would be advisable for

government to develop policy according to its capacity or take necessary steps to build capacity among staff. At times government could tap the alternative services delivery mechanisms in order to maximize success of delivery, Mokhaba (2005:130). The Private-Public-Partnership which provides joint partnerships between public, voluntary and private sector organisations could be a most effective means for policy implementations. At the same time governments should retain important policy-making, financing, coordinating and control functions at macro-level while transferring the implementation to a network of agencies, Cloete, Wissink and De Coning (2008:202).

Lessons could be learned from the South Asian Tiger club in creating the capacity for sustainable governance, which highlighted requirements for success as indicated by Cloete (1999); Root (1996); Campos and Root (1996); Lepziger (1997) in Cloete, Wissink and Coning (2008:202); and Brynard (2001).

11.5. Client and coalitions

For effective policy implementation and in the interest of efficiency and efficacy the government should join coalitions of interest groups, opinion leaders, actors and parties who support a particular policy implementation process, Cloete, Wissink and De Coning (2008:203). The influence of outside influence should be considered as Rein and Rabinowitz (1978:314) in Cloete, Wissink and Coning (2008:203), cautioned that power shifts in the implementation process. It is crucial to determine the influence of the outside forces as it could be favourable or unfavourable.

Unfavourable influences could bog down the implementation process and reduce the impact that the policy may have. It is imperative then to identify those stakeholders with whom coalition should be formed, who may have a real effect on policy implementation, Quade (1975:4).

It is imperative to indicate than a number of policy implementation researchers agree that implementation is not always successful despite thorough policy formulation processes. However complex this process is, Brynard (2005:13) suggests that there are crucial variables for studying policy implementation and refers to them as 5-C protocol consisting of content, context, commitment, capacity, client and coalitions. These are variables interlinked and offer potential means to unravel and make sense of the inherent dynamics of the implementation process. After all, effective implementation should be geared towards end result of the policy. It is a function of the learning process where errors are detected and corrections made. Failure to apply correct techniques or neglecting to follow blue-prints and wilful refusal will always lead to implementation failure.

Various models for implementation were developed to assist administrators. Some political scientists suggest that policy tools could be positioned along a continuum which denotes the degree of choice accompanying the policy instrument. In a liberal democracy the government shall in most instances begin with an instrument which is least coercive and move to increased coerciveness only if compliance is not being achieved.

12. Conclusion

The purpose of this chapter is to present literature on public policy analysis and describe an implementation framework that emerged from the literature and as well as highlight the policy implementation process in the South African context.

Various policies' definitions were highlighted. There are suggestions that policy development should be divorced from administration. However the policy development and policy analysis takes place in a political charged environment. The process of developing policies is a political process that involves various stakeholders. Significant development to policy process that implied radical changes took place after 1994. This paradigm shift has great impact on the study of public policy in South Africa.

The policy analysis should generate relevant information which will be useful in answering questions such as: what the nature of the problem is; which past and present policies were established to address the problem, and what outcomes were achieved; were the outcomes valuable and did they assist in solving the problem; were there alternative policies that could be used to address the problem and what would likely be their future outcome; what alternatives could be employed in order to solve the current problem? These questions could assist in clarifying what policy problems are; what the future of the policy is; which actions should be taken; what would be the outcomes of the policy, and how the policy would perform. In generating information a series of intellectual activities

are carried out within an environment which is politically influenced. These activities which comprise of interdependent phases are described as the policy-making process and are arranged through time and comprise of: agenda setting, policy formulation, policy adoption, policy implementation, and policy assessment.

Through the use of policy models it would be possible to trace policy-making processes from the time the idea is conceived until the policy is implemented. The next chapter shall concentrate on National Curriculum Statement and assessment policy.

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CHAPTER FIVE

National Curriculum Statement policy

1. Introduction

Chapter 4 concentrated on public policy analysis; approaches to policy-making processes and the five critical variables that have an influence on policy implementation. In this chapter the National Curriculum Statement as education policy and assessment practices shall be highlighted.

Politics play a major role in the nature and character of educational practices in any democracy. With the adoption of the Constitution of the Republic of South Africa, 1996, it became necessary to develop an education system that was also based on the principle of transparency. Educational reform is therefore a product of political struggle in which the ruling party would like to influence and implement policies that conform to the reforms that were conceptualized according to the needs identified and in line with party policies.

Like any reform the assessment policies emerged as a result of political processes that were aimed at changing the assessment practice of the previous education system. The assessment practices were primarily based on pen-and-paper activities.

In this chapter, the National Curriculum Statement and various curriculum policy documents that assist educators in the implementation of the National

Curriculum Statement shall be discussed. Assessment as an integral part of teaching and learning and how assessment should be managed shall also be discussed.

2. **Rationale for the introduction of the National Curriculum Statement**.

Prior to 1994, the system of education that was followed in South Africa was based on racial lines, influenced by apartheid ideology and doctrine. The education policies, education administration and education structure were developed in such a way that the education provision including funding, were designed in a manner that some learners from certain sections of the communities should not benefit, educationally, on equal basis as other races. The control of education, what the curriculum should entail and the training system was not based on democratic principles. The major stakeholder in education including teachers, parents, students and workers in educational institutions were excluded from decision-making processes.

In 1995, the South African government initiated processes to develop a new curriculum that ushered a new system for schools to follow. This system was influenced, among others, by technological changes that enable future labour force to use these technologies in the workplace as well as in their individual daily life; growth and development as well as globalisation that would required that people in the 21st century should be equipped with skills and knowledge that would enable them to compete in the global market on an equal footing (Department of Education (2008) (a) (p.3). These social

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changes required that learners be exposed to knowledge that will enable them to transfer skills and knowledge gained in an education system to the world of work and at the same time that the education system should be sensitive to the rights of learners and society. Education should prepare learners to contribute to their community as members. The changes in the political arena and the constitutional framework necessitated the change in curriculum in order to reflect the values, principles and ethos that are enshrined in the constitution.

The adoption of the **Constitution of the Republic of South Africa**, 1996 created a basis through which educational transformation and development could take place. This curriculum laid a foundation for the achievement of goals that are stipulated in the preamble of the South African Constitution, 1996, as well as reconstructing and developing the education system that will promote the principles of non-racism; freedom of religion and democracy (DoE 2007 (a) p5).

In order to minimize the disruption in schools, the new curriculum was phased in stages. The first stage was in the Foundation Phase in 1997 and was referred to as Curriculum 2005 (C2005). In 1999 Curriculum 2005 was revised and developed to be the National Curriculum Statement for General Education and Training (Grades R–9) and the National Curriculum Statement for Grades 10–12, which consists of twenty nine subjects that are not differentiated into higher or standard grade, as was the case in the Nated

550 or Report 550 (that is the curriculum that was phased out from the system from 2008 in grade 12), (Limpopo Department of education: 2005).

There are varied views on the new approach as to whether its structure and content is really different from the Nated 550 or whether the difference lies only in the names. Views on what curriculum is, also adds to uncertainty to what educators ought to do; whether educators are developers of curriculum and change agents or whether they are merely implementers.

3. Educators and the Curriculum

Hoyle (1986:166) argues that any change that should take place within the school and is educational in nature should be done by educators for it to be fully institutionalized because if they do not, the innovation happening within the school might go through the appearance of change but the reality will continues as before. However, Kelly (1990:104) indicates that there is a wide gap between planning and implementation. Kelly (1990:104) regards educators as curriculum implementers in their classroom and they are not necessarily policy developers. This suggests that a distinction between the official curriculum and the actual curriculum, the planned and the received curricula be made, Kelly (1990:105). The difference between the official planned curriculum and the actual received curriculum is influenced by the street level bureaucracy. Educators have knowledge of what actually works and will use their experience to adapt what is indicated in policy document to what the circumstances dictates. This distinction shall, in curricula, result in implementation gaps. Kelly (1990:106) indicates that the gap between the intentions of the planners and the realities of attempts to implement those

intentions arise because of conflicts. If this gap is not narrowed and the conflict addressed it could lead to non-attainment of the intentions of the policy proposal.

The type of curriculum implemented in the classroom, influences the manner in which learner performance is assessed. Olivier (1998:44) argues that what is assessed and achieved depends on the format, nature and scope of a curriculum which is a statement of what is hoped to be achieved. Therefore assessment should be structured in a manner that states the steps that enable the achievement of the aims of education and should form part of a learning process. Hence the implementation of assessment should be valid and reliable. If the assessment practices are not aligned to educational reform and the envisaged changes, then the policy intentions of producing learners that are envisaged in Chapter one of the National Curriculum Statement might not be realized.

One of the roles that educators are regarded to play is to be designers of curriculum as envisaged in the National Curriculum Statement. This view is emphasized by what Lipsky (1980) refers to as street level bureaucrats because of the knowledge that educators have and the discretion they use in implementing policies. These educators are not only designers, but they should be administrators and implementers. If the argument raised by Kelly (1990) is true that there are various interpretations of the concept "curriculum" between designers or planners and implementers which might lead to differences between what is implemented from what was intended, then it is necessary to establish a common understanding of what "curriculum" is.

3.1 Definition of Curriculum.

Weiler (1993:281) indicates that curriculum is a site riddled with struggle, conflict and debate. It is often expressed in terms of specific disagreement over knowledge content to be covered in the syllabi and at times what forms of assessment would be appropriate. Such conflicts reflect sharp differences regarding the kind of society policy-makers wish to create. Every government depends on education to create a society it envisages and develops laws and policies as tools to achieve its objectives. However, the policies that are developed should be in the interests of the society in order to reduce conflict that may arise should policy intentions not address the needs of the majority. The government may create bureaucrats by appointing those who will ensure that those policies are implemented. Since governments consist of people voted into positions of power and mandated to serve society, they should also provide systems that sustain government programs through education and training. Therefore curriculum issues cannot be separated from politics and governance and should not be changed without due consideration. Young (1993:17) maintains that anyone who wishes to implement serious curriculum change cannot avoid grasping the political nature of education because curriculum will remain a political question at every level in every sense.

Moore (1999); Kelly (1990:23) and Ornstein and Hunskins (1998:265) point out that curriculum involves a number of key aspects other than:

(a) Regarding curriculum as simply a body of knowledge, because curriculum is a process - not just knowledge acquired.

(b) Viewing curriculum as an end product because curriculum should be regarded as a process that aims at producing desired change. This change should reflect the society's view of the school and society at large.

(c) Perceiving curriculum to be a value-free concept because views on curriculum are influenced by certain traditions which have their distinctive values and ideals. These ideals shall be reflected in what should be taught at schools in view of preparing learners to contribute to the society and the country at large. The concept "curriculum" reflects what type of society is envisaged by those who develop policy and education Acts.

Curriculum, as Moore (1999) pointed out, should be underpinned by epistemology, psychology and sociology because a school curriculum consists of all those activities designed within the school organisational framework to promote the intellectual; personal; social and physical development of its pupils, DES (1981: 7).

The African National Education (ANC: 1994) indicates the following regarding curriculum:

- The curriculum is understood to be more than syllabus documentation. The term refers to all of the teaching and learning opportunities that take place in learning institutions. It includes:

- The aims and objectives of the education system as well as the specific goals of learning institutions.

- What is taught: the underlying values, the selection of content, how it is arranged into subjects, programs and syllabuses, and what skills and processes are included.

- The strategies of teaching and learning and the relationships between teachers and learners.

- The forms of assessment and evaluation which are used and their social effects.

- How the curriculum is serviced and resourced, including the organisation of learners in the learning sites, and of time and space and the materials and resources available.
- How the curriculum reflects the needs and interests of those it serves including learners, teachers, the community, the nation, the employers and the economy, ANC (1994).

The South African Qualification Authority, 1995 (SAQA) indicates that the curriculum has to:

- determine the purpose and values of the learning
- analyse the needs and nature of the learners
- decide on the outcomes or learning objectives

- select the content; the subject matter that will support achieving the outcomes
- decide on the activities, the methods and media for teaching/training and learning
- plan how assessment will be done
- plan how the overall effectiveness of the delivery of the curriculum will be evaluated (SAQA,1995).

The National Curriculum Statement for FET (Schools) Concept Document April (2002) indicates that the National Curriculum Statement for FET (General) derives its definition of curriculum from the National Education Policy Act 27 of 1996 which defines curriculum as a selection from society, certain aspects of our way of life, certain kinds of knowledge, certain attitudes and values regarded of such importance that their transmission to the next generation is not left to chance.

The view expressed by Moore (1999); Kelly (1990) and in the SAQA document on curriculum, suggests that schools are bureaucracies and educators are bureaucrats. Schools choose the curriculum they wish to offer, and determine the programs that the schools follow for that year, including how and when to assess learners. Educators will use their discretion to choose what they think and feel ought to be taught, influenced by their value system. The transmission of these values, knowledge and attitudes which reflects a way of life of a people is a process that involves the participation of both educator and learner. In the case of the South African Education system, this aspect of a way of life is based on the Ten Fundamental Values that are enshrined in the South African Constitution (1996), namely:

1. Democracy in the context of South Africa was born of a leadership who wished to lift the country out of the quagmire of apartheid and created an environment in which an organised group of numerical majority can make decisions which are binding on the whole group. This leadership brought a political orientation of those who favour government by the people or by their elected representatives, Ijeoma (2008:99-112).

2. Social Justice and Equity as it relates to a just world where there is respect of human rights and every citizen is equal in the eyes of the law. Social justice could be regarded as an apolitical concept if the bias toward a particular organisation could be removed from any philosophical analysis of politics, when service-delivery is evaluated, Rawls, (1971:291-292).

3. Equality should involve the recognition of the disadvantages that the marginalised suffer in all spheres of their lives. Therefore promotion of social, economic, political and legal equality should create an environment that would enable the have-not access to the means of production. According to Rawls (1971:3) each person possesses an inviolability founded on justice that even the welfare of society as a whole cannot override. However justice denies that the loss of freedom for some is made right by a greater good shared by others. Within the context of the South African political environment, programs of affirmative action may be a means of achieving such equality.

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4. Non-racism and non-sexism mean that the application, interpretation, adjudication and enforcement of the law at all times should be the realisation of equality for all.

5. Ubuntu is perceived as a classical African concept which defines the individual in their relationships with others and it is regarded as a religious concept, Tutu (1999). The concept stresses that man is not an island. However, Louw (1998) indicates that the concept Ubuntu may have no apparent religious connotations in Western society's context.

6. An Open Society is a society in which a democratic political system works, and civil society has an influence on national issues. The general citizenry has greater influence on how and who should govern them.

7. Accountability is closely linked with ethics, responsibility and answerability. It is viewed as an obligation the state has to its citizens to justify its actions. The leadership in government have to acknowledge their responsibility for actions and policies developed within the scope of their mandate.

8. The rule of law is founded on the constitution which is the highest authority and the state is founded on it. Chapter 2 of the Constitution of the Republic of South Africa (1996) states that all citizens must respect the accepted code of conduct and should obey laws, regulations and rules. No one is above the law.

9. Respect for human dignity. The Constitution of the Republic of South Africa (1996) Chapter 2 indicates that all persons are equal. This section of the constitution strives to instill in the citizen respect for other members rights as members of the broader community.

10. The principle on reconciliation is a means through which the government aspires to create a country of people who are characterised by unity and who could peacefully co-exist.

These fundamental values should help bring about the realization that there is a need for understanding; reparation and the respect of human dignity which could be inculcated through an education system that is based on the constitutional provisions that promote democracy, equality and human dignity.

4. The National Curriculum Statement and the Constitution

The Preamble in the **Constitution of the Republic of South African** (1996) provides a basis on which the transformation of education should take place. In the Preamble, the Constitution of the Republic of South Africa (1996) states the following as its aims and the Supreme Law of the Republic. That the constitution should help to:

- Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights.
- Improve the quality of life of all citizens and free the potential of each person.

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- Lay the foundation 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 aims of the government of the Republic South Africa as stated in the preamble were translated into policy that would govern educational practice through the introduction of the National Curriculum Statement (NCS). The NCS seeks to provide schools with opportunities to develop learning programs that best address the needs of learners, based on the situation in which the school operates. It stipulates what should be achieved in each subject through stipulated Learning Outcomes and indicates how to determine the performance of learners by applying the Assessment Standards. The values and principles of the National Curriculum Statement on which the education is based, is regarded as the cornerstone of democracy as they affirm the democratic values of human dignity; equality and freedom. The Constitution of the Republic of South Africa (1996) Chapter 2, states that everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that is reasonably practicable. In order to achieve these aims it was necessary to change the curriculum and introduce educational approaches that will help redress the result of past racially discriminatory practices. The new approach was based on nine principles.

4.1. Social Transformation principle

Implementation of the principle of social transformation in education will find expression in the way educators conduct their teaching and assessment of learners. The policy is aimed at providing a framework for student entitlement in relation to teaching and learning and particularly in the way they are assessed in the National Curriculum Statement programs. Assessment forms an integral part of teaching and learning experiences of students. With the introduction of Outcomes Based Education, there has been a growth of interest in modes of assessment that reflect the policies of the government in relation to educational practices. These modes of assessment should promote standards and quality of teaching. This policy has a profound implication for individual learners, institutions and the educational system itself. The purpose of this policy is to facilitate and coordinate the many activities involved in achieving the desired state. The various education institutions must put in place the infrastructure and conditions needed to support implementation of the change, as well as the strategy for managing work during the transformation.

The National Curriculum Statement Grade 10-12 (General) p2 explicitly expresses the reasons why it was necessary to transform education and indicated that transformative tools should be developed to address the legacy of apartheid in all human activity and in education in particular. The envisaged social transformation in education was aimed at ensuring that educational imbalances of the past are redressed, and to provide equal education opportunities for all sectors of the population in South Africa.

This assertion for transformation is based on the belief that there were artificial barriers for certain sections of the population that hindered them from achieving their potential. Through the National Curriculum, it is intended to develop the potential of all learners and equip them for the responsibilities of citizenship. The learners that are envisaged are those who will be imbued with the values and who will act in the interests of a society guided by the respect for democracy, equality, human dignity and social justice as promoted in the South African Constitution (1996) (National Curriculum Statement Grade 10-12 (General) p5).

The declared intention is to alter the structure of education and society through equipping learners with cognitive skills needed for adult life and employment in an environment that provides equal opportunity for all. This environment is characterised by the existence of common values and morality that give meaning to individual and social relationships that are based on non-racialism and non-sexism. This will ensure that all learners study a balanced and broad range of subjects throughout their compulsory schooling. In addition to the declared intention, the new system of education shall ensure that all pupils regardless of sex, ethnic origin and geographical location have access to the same good and a relevant curriculum and programs of study which include the key contents, skills and processes which they need to learn. These will ensure that the content that is taught from various elements of the National Curriculum bring out their relevance to and links with the own experiences of learners, and their practical application and continuing value to adult and working life Kelly (1990:15);

and National Curriculum Statement Grade 10-12 (General) Accounting pages 10 and11). Teaching should be aimed at achieving intended outcomes.

4.2. Outcomes Based Education (OBE)

Outcomes Based Education strives to enable learners to reach their potential by setting the Learning Outcomes that should be achieved at the end of the education process (National Curriculum Statement 10-12 General p2).

In all subjects that make up the National Curriculum Statement, Learning Outcomes and Assessment Standards are used to describe what learners should know and be able to demonstrate by indicating the type of skills, knowledge and values to be displayed at the end of the learning experience. The National Curriculum Statement states that the building blocks for Learning Outcomes for Grades 10-12 are the Critical and Developmental Outcomes that are inspired by the Constitution and guided in their development by democratic principles. These critical outcomes provide national benchmarks for learners' participation in Further Education and Training which they should strive to achieve.

The Critical Outcomes require learners to identify and solve problems and make decisions using critical and creative thinking; work effectively with others as members of a team, group, organisation and community; organise and manage themselves and their activities responsibly and effectively; collect, analyse, organise and critically evaluate information; communicate effectively using visual, symbolic and/or language skills in various modes; use science and technology effectively and critically show responsibility

towards the environment and the health of others, and demonstrate an understanding of the world as a set of related systems by recognising that problem solving (National Curriculum Statement Grades 10-12, *General*, p2) is a skill. These Critical Outcomes are directly linked to Learning Outcomes and Assessment Standards.

In a subject like Economics all four Learning Outcomes and most Assessment Standards require learners to have the ability to solve problems by decision-making skills through investigation, analysis, identifying and explaining. These processes of investigating, analysing and explaining are directly linked with the first Critical Outcomes which indicate that learners are required to identify and solve problems and make decisions while using critical and creative thinking.

The suggestion is that Critical Outcomes should be reflected in the teaching strategies that educators use and also in the development of Learning Programs. The teaching methods should focus on challenging and guiding learners to identify Economic problems and issues in their environment. Learners should be trained to apply their acquired skills and knowledge to identifying, explaining and solving the identified problems in an environment that encourages creative thinking.

The Developmental Outcomes require all learners in the new approach to reflect on and explore a variety of strategies to learn more effectively; participate as responsible citizens in the life of local, national and global communities; be culturally and aesthetically sensitive across a range of

social contexts; explore education and career opportunities, and have the ability to create entrepreneurial opportunities.

When teaching, the educator will address some of these Developmental Outcomes because they describe the essential characteristics of the type of South African citizen that the education system hopes to produce. As educators teach and assess learners, they should lay emphasis on the acceptance of responsibility as citizens and the contribution that learners could make in their community.

4.3. High knowledge and high skills

The principle of high knowledge and high skills indicates that the National Curriculum Statement aims to develop a high level of knowledge and skills which learners ought to achieve by specifying the minimum standards of knowledge and skills at each grade. It further states that learners should be entitled to equal opportunities and that through social justice those sections of the population that were previously disempowered by the type of education offered to them, could be empowered because the standards of education throughout the country will be the same (Kelly 1990: 2; National Curriculum Statement Grades 10-12 (General) p3). This type of curriculum indicates that high levels of knowledge and high skills are acquired through the setting of clear objectives over a full range of abilities for learners to achieve. At the same time educators are supposed to set realistic but challenging expectations for learners according to their individual ability.

This principle if properly implemented, could ensure that learners are exposed to a balanced range of subjects and that all learners regardless of geographical location, have access to a similar and relevant curriculum that specifies key content, values and skills that are linked to the learners own experience. This would enable them to apply the knowledge, values and skills in their adult life as responsible citizens of their communities.

The objective as set out in the national education policy is to indicate the minimum standards to be achieved at the end of each grade and phase. Educators should be equipped with competent knowledge in order to help learners achieve this principle. The level of educators' preparedness in implementing this principle could promote or hamper its success. Through advocacy alone where practice rather than theory was emphasized, the amount of school support given would raise concerns on the level of preparedness of school to meet the requirements of the policy, Kelly (1990:15).

Educators as facilitators of learning should help learners achieve the Learning Outcomes and Assessment Standards. In a subject like Agricultural Science, the principle of High Knowledge and High skills means that learners should develop knowledge and mastery of agricultural production processes and be equipped to acquire research skills that could be used in this science. While in History these principles require learners to develop enquiry skills and conceptual knowledge which would enable them to engage critically with the past, which would help them to construct their own understanding, DoE (2003:10) History Learning Programme Guidelines p10).

This principle, therefore, indicates what the South African learner is expected to achieve in all subjects in the Further Education and Training band in order to be awarded the National Senior Certificate.

4.4. Integration and applied Competence

The assessment policy indicates that integration within a particular subject could be achieved by links between Learning Outcomes, Assessment Standards and Content. In integration of the Assessment Standards natural links should be established by checking the content implied. This grouping of Assessment Standards is used to enrich learning, teaching and assessment as indicated in the Agricultural Science Learning Program Guidelines page9.

The Subject Statement of Accounting indicates that "the integration of knowledge and skills across subjects and terrains of practice is crucial for achieving applied competence as defined in the National Qualification Framework", p3. The learners are therefore required to use the knowledge gained by studying a subject practically in a given situation and be able to reflect on its practices. In such instances the learners shall have integrated the learning theory, practice and reflection.

4.5. Progression

Progression as a principle of the National Curriculum Statement would mean the process of developing more advanced; more complex knowledge and skills in any subject. The subject statement spells out how knowledge and

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skills within a subject increase in complexity through the progressive arrangement of Assessment Standards in a Learning Outcome. In a particular subject, progression of Assessment Standards within a learning Outcome will increase in complexity from Grade 10 to grade 12. In all the subjects, levels of complexity are incorporated within Assessment Standards across all three grades and each Learning Outcome is followed by a clear explanation of what level of performance should be expected from learners.

This principle suggests that educators should integrate Learning Outcomes from different subjects in order to enrich the main Learning Outcome that is addressed. This will enable learners to see conceptual progression within the subject. Through integration, learners' understanding of concepts will broaden and links between subjects could be established. At the same time educators are expected to assist learners to satisfy the requirements of the Assessment Standards.

4.6. Articulation and Portability

Articulation refers to the relationship between qualifications in different National Qualification Framework levels or bands in ways that promote access from one qualification to the other, DOE (b) (2002:3). The National Curriculum Statement Grade 10-12 gives access to learners from the General Education and Training Band (Grade R-9) to the Higher Education Band. The learners required to take Economics and Management Sciences in the General Education and Training Band (Grades R-9) will use the knowledge gained through the Learning Outcomes and Assessment Standards to understand content of Business Studies in Grade 10-12, because the Learning

Outcomes of Economic and Management Sciences are closely linked with those Business Studies in the National Curriculum Statement for Grades 10-12, DoE, (2008:11).

The development of each Subject Statement included a close scrutiny of the exit level expectations in the General Education and Training Learning Areas, in order to achieve articulation of the learning assumed to be in place at entrance level in Higher Education, DoE (b) (2002:3).

When developing learning Programs, educators need to be aware of the learners' prior knowledge that they should have in order to enable them to move from the known to the unknown. To determine the prior knowledge educators would need to do a baseline assessment.

The aim of the principle of articulation and portability is to ensure that learners are offered a broad and balanced range of subjects grouped into learning fields that lead to a particular carrier path. There are subjects that are regarded as core such as Mathematics or Mathematical literacy, Life Orientation and two languages, one of which should be on home language level which all learners are required to take. By offering core or fundamental subjects, learners are able to change from one institution to another assured that the knowledge gained in one institution will be used in the other. The Subject Statement for Business Studies refers to this as portability because it refers to the extent to which parts of a qualification, a subject or unit standards are transferable to another qualification in a different pathway of the same National Qualification Framework. DoE (b) (2002:3) states that "for purposes of enhancing the portability of subjects obtained in Grades 10-

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12, various mechanisms have been explored, for example, regarding a subject as a 20 credit unit standard subject contained in the National Curriculum Statement Grades 10-12 (General) compare with appropriate unit standards registered on the National Qualification Framework". This enables learners to move from one field of learning to another and change only the choice subjects.

4.7. Valuing indigenous knowledge System.

The Western world prior to 1960 valued logical Mathematical and specific linguistic ability to be the only way of processing information and rated people as intelligent, only if they were adept in that way, DoE (d) (2008:12). The theory of multiple intelligences during the 1960s made educationists to recognize that there were many ways to process information and make sense of the world, DoE (2002:4). "Now people recognize the wide diversity of knowledge systems by which they make sense of and attach meaning in which they live. Indigenous knowledge systems in the South African context refer to the body of knowledge embedded in African Philosophical thinking and social practices that have evolved over a thousand years. The National Curriculum Statement Grades 10-12 (General) has infused-indigenous knowledge systems into the Subject Statements, to acknowledge the richness of the history and heritage of this country, DOE (d) (2008:12).

Ubuntu as value systems were practiced by the African peoples long before Westernization. The history of African people was not documented but passed on from generation to generation through folklore. These teachings were central to the promotion of human values. Cultural practices and

traditions are some of the many memory systems that shape our values and morality and form part of a people's history. History is considered to be central to the construction of our identity, building a collective memory based on the recognition of our past histories and to develop critical and responsible citizens that are ready to participate in a democracy at all levels, Working Group on Values in Education (2000). This means that educators should help learners understand and appreciate the contribution of those that would otherwise be regarded as unscientific knowledge.

4.8. Credibility, quality and efficiency and relevance.

The aims to achieve credibility through pursuing a transformational agenda and providing an education that is comparable in quality, breadth and depth to those of other countries and whose quality is assured and regulated by South African Qualifications Authority Act (Act No.58 of 1995) to meet requirements of the Education and Training Quality Assurance Regulations, General and Further Education and Training Quality Assurance Act (Act 58 of 2001) as expressed in the National Curriculum Statement, DoE (b) (2008:10). Such a curriculum shall ensure that learners at all levels, regardless of ethnic origin or gender or geographical location have access to the same good and relevant curriculum and programs of study which they need to learn, and which ensure that the content and teaching of various elements of the national curriculum bring out their relevance to the learners own experiences, so that they could apply this practically to adult and working life, Kelly (1990: 2). The credibility, quality and efficiency of the Business Studies curriculum according to, DoE (b) (2008:10) is evident in

that it tries to bring to life business skills that learners would need as adult citizens, within the context of South African society and global community.

The subject should help learners follow current events in both national and international markets. This will enable them to obtain quality information that is relevant to their studies while preparing them and equipping them with skills and knowledge to compete in the international markets.

4.9. Human Rights, inclusivity, environmental and social justice

The new approach to teaching seeks to promote human rights, inclusivity, environmental and social justice as defined in the Constitution of the Republic of South Africa. The National Curriculum Statement Grades 10 – 12 (General) seeks to sensitize policy implementers to issues of diversity such as poverty, inequality, race, gender, language, age, disability and other factors and encourages the adoption of an inclusive approach by specifying minimum requirements for all learners. The principle acknowledges that all learners could be developed to their full potential provided they receive the necessary support and the learners' rights are protected.

4.9. (i). Human Rights

Every learner according to the South African Schools Act (1991) is subject to compulsory attendance until the learner reaches the age of fifteen or grade nine. This is in line with section 29(1) of the Constitution of South Africa that guarantees everyone the right to basic education. This basic education system provides schools the opportunity to prepare learners in an integrated

non-racial environment and also prepares them to live in an integrated society. This could only happen if our schools are transformed on every level.

DoE (2001:6) noted that despite the attempt by some schools to integrate, there are some schools that use certain practices to exclude certain learners from attending their schools, such as the use of Afrikaans as the only medium of instruction so as to exclude those learners who cannot understand the language; charging unusually high fees to exclude learners from economically challenged families; recruiting learners from outside their feeder schools in order to reduce space for those who are non-language speakers at the school, or to encourage a high number of the preferred race; scheduling of School Governing Body meetings and parents meetings during times that are not suitable for working parents, for example during times that black parents might be at work and cannot attend; scheduling separate meetings for English-speaking parents from Afrikaans-speakers; creating separate classes for blacks apart from whites in the same grade; using staff compliment as a means to exclude black people from joining the school and by not offering a dominant African language in which their school is situated, as a home language subject, to discourage learners to study it as a first language.

These forms of exclusion in the school setting could be perceived as an intentional or unintentional racial discrimination by a school to deny some learners to participate fully in the education process. DoE (2001:6) refers to such exclusions as the denial based on race which is therefore racism. Racism would impair the learners from enjoying education on an equal basis.

This is indirectly denial of the learners' basic human rights; unless if such an action of discrimination could be justified as a fair discrimination as indicated in Section 9 (5) of the Constitution of the Republic of South Africa (1996).

4.9. (ii). Inclusivity

The White Paper 6 on Inclusive Education acknowledges that all children can learn and need support; that education structures, systems and methods used should be aimed at addressing the needs of all learners who differ in terms of gender, age, ethnic grouping, language and class.

The differences that are brought about by some of the learners' needs lead to a complex and dynamic relationship between the learner, the centre of learning, the broader education system and the social, political and economic context of which they are all part. The complexity of this relationship plays a vital role in whether effective teaching and learning takes place. If a problem exists in one of these areas it impacts on the learning process that causes breakdown in learning or the exclusion of some learners in the learning process.

According to the White Paper (6) on Inclusive education, the ministry of education acknowledges that a broad range of learning needs exists among the learner population at any point in time. If these needs are not addressed learners may fail to learn effectively or may be excluded from the learning system. In this regard, learning needs do arise from a range of factors including physical, mental, sensory, neurological and

developmental impairments, psycho-social disturbance differences in intellectual ability - particularly life-experiences or social economics deprivation, White paper (6:7).

By acknowledging that there are learners who experience barriers to learning, the South African Education Ministry committed to provide educational opportunities for those learners who experience barriers to learning through inclusive education and training systems offered in special schools, referred to as full-service schools that are aimed at serving learners with special education needs, such as disabilities and impairment. However, by emphasizing the notion that barriers to learning and development exist, the policy on inclusive education tries to move away from looking at the learner as lacking abilities to learn and creating conditions that could enable learners to achieve.

The implication of this policy is that there should be training and support for all educators and managers in schools, in order to help learners who experience challenges and who cannot attend a normal school. The content to be taught should be revised in order to make it relevant to the needs of these learners and the medium of instruction should not alienate learning or create a barrier to learning. The learning site should be organised and adapted to the needs of learners, and the pace of teaching and time for accomplishment of tasks should be structured around the learners' needs.

By adopting an inclusive approach to education it would be possible to address any barriers to learning. At the same time the approach will be consistent with the principle of Outcomes Based Education which indicates

that education should be learner-centered. If the teaching and learning is based on the needs of learners, it will be possible to develop their strengths and ensure that they participate actively in the learning process. On the other hand, the evidence gathered from assessing learners will be a reflection of the learners' ability.

4.9. (iii). Environmental and Social Justice

In trying to meet our current needs, natural resources are used. Some of these natural resources are not replaced. It is important that we should not compromise needs of future generations. Everyone has the right to have a safe and protected environment. The government should develop legislations that will secure an ecologically sustainable development and use of natural resources while promoting justifiable economic and social development for the benefit of present and future generations through reasonable means, Constitution of the Republic of South Africa (1996) 24 (b) (111).

This requires educators to mediate learning in such a manner that will be sensitive to the needs of future generations by instilling in the learners the respect of other's culture and the protection of the environment in diverse forms. The educator in his pastoral role is best placed to inculcate in the learner the love and promotion of democratic values and the acceptance that the school is a microcosm of the society.

The design and development of learning programs and the use of appropriate assessment instruments should be able to address the social, emotional and physical needs of learners. Social justice refers to the concept of society, in

which justice is achieved in every respect of society, rather than merely the administration of law.

Social justice is a concept that is both values laden and political in nature. To a capitalist, social justice will refer to a situation where free market could provide equal opportunities. To some, social justice would mean income redistribution through progressive taxation and property redistribution. When social justice is used to describe the movement towards a socially just world then the concept should mean the world where there is equality and the promotion of human rights.

According to Rawls (1971) the principle of Social Justice is based on the general rejection of discrimination based on distinction between class, gender, ethnicity or culture. Its emphasis is on the importance of eradication of poverty and illiteracy through the development of sound policies that create equality of opportunities for healthy personal and social development, which every person is entitled to as they are basic human needs.

The challenge that the education system is facing is how to implement this principle in a society that is based on economic inequality and different value systems. The effectiveness of this principle could be viewed from the context of public policies where such policies are viewed and evaluated on how they affect the poor.

When teaching, educators are expected to infuse the principle and practices of social and environmental justice and human rights as defined in the Constitution of South Africa. Learners should be made aware of diversities

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in society that are brought about by poverty, race, gender and economic inequality so as to understand and respect the democracy and the acceptance that South Africa belongs to all who live in it, united in our diversity, Constitution of South Africa (1996).

These principles should guide educators when they plan their lessons. Lessons or learning experiences should contain a number of activities which might require more time than the length of a period as indicated on the time table. These activities are informed by the assessment standards that are indicated in all Learning Outcomes. This therefore, suggests that the assessment approach that should be adopted should be in line with the teaching approach. The assessment tasks should describe what the learner should know and be able to demonstrate knowledge, skills and values that are required to achieve a particular Learning Outcome, which the educator in his teaching endeavours to impart and inculcate.

The teaching of any content should address what should be taught. The content should be dictated by the subject policy statement and should address the appropriateness of the content, skills and values required of the learner in that particular subject.

Educators would be required to be qualified, dedicated, caring and competent in the subjects that they offer in order to implement these principles in their teaching. Meanings of what a learning program is, varies between people Carl (1986:17). Ornstein and Hunskins (1998:2) argue that the values that the individual regards as important, his/her perception of reality, experiences and knowledge gathered and his/her personal view of the

world, influences the person's approach to the curriculum. Because of the attached meaning to concepts such as a learning program and curriculum, the approach to implementing the new and the prevailing curriculum of the school or district in which one works, it is possible that conflicts will arise between formal organisational views and one's own professional view Ornstein and Hunskins (1998:2). The educators' views could be influenced by various curriculum models available and cultural factors according to Du Plessis, Conley and du Plessis (2007:38). Ornstein and Hunskins (1998:265) indicate that educators are not influenced by curriculum models only; they need to consider the interest and value system of not only the learner but should include fears and aspirations of the communities from which these learners come, as well as meeting the needs and objectives of government when developing learning programs.

The learning programs that are developed should place the learner at the center of educational activity where the emphasis is on how the learner acquires knowledge and how s/he understands it rather than what type of knowledge is acquired du Plessis, Conley and du Plessis (2007:30); Stenhouse (1975). The educational activities suggested afford children the opportunity to develop a questioning mind, discover things and acquire information on their own, and to apply the knowledge gained in other situations.

Learners should be given room to take part in classroom activities where they could air their views and reflect on own experiences and to learn from others through cooperative learning. This could only be possible if the educator is a leader, administrator, researcher and lifelong learner.

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Du Plessis, Conley and du Plessis (2007:30) posit that the purpose of the school is to provide children with opportunity to engage in scholarly activities. These activities should provide learners with experiences; should be designed around objectives that are based on the results of situations that are related to the child's environment. The main aim of these experiences should be the development of citizens who are able to solve problems and engage in democratic processes. The type of learner envisaged in the National Statement "is one who is imbued with values and acts in the interest of a society based on respect for democracy, equality, human dignity and social justice promoted in the constitution", DoE (2003:5). The learners that are envisaged in this approach should be able to demonstrate achievement of the Critical and Development Outcomes when they exit the Further Education and Training band. These learners should be equipped to use his/her knowledge and skills to contribute to the community and society they live in. In addition they should be able to understand that the world consists of a set of related systems and they should use knowledge and skills acquired in the band to solve problems. Above all, they should identify and solve problems by making use of critical and creative thinking.

The implication of these views of the envisaged educator and learner is that there should be a form of collaboration and construction of knowledge by different role-players in the education process. These views of how knowledge is constructed require learners to engage in ideas and develop abilities that could be used to pursue independent and lifelong learning which is characterised by creativity, problem solving, research and critical thinking. At particular intervals learners ought to be assessed to determine

how well they are achieving and to determine whether the teaching strategies yield the desired results.

5. Assessment

Assessment is all the processes and end products that indicate what learners have learnt; how the aims of teaching relate to the overall goals of education Satterly (1981:3); du Plessis; Croxley and du Plessis (2007:68). This process occurs when a teacher during his interaction with the learners, consciously obtains data on the learners' performance, Frith and Macintosh (1984:4) that is aimed at assisting stakeholders in making decisions based on the recorded and reported information. The data that is collected through various assessment strategies is analysed and evaluated in order to facilitate choices, such as promoting or retaining learners; informing educators on possible barriers to learning experienced by learners which could be emanating from the teaching style. When planning a learning program/lesson plan, educators should indicate ways in which assessment will be done and how expanded opportunities to address barriers will be undertaken.

This suggests that educators should constantly use learner performance to evaluate the effectiveness of their teaching. Clemson and Clemson (1991:3) point out that the imposition of external National Curriculum Assessment demands on educators led to them losing sight of the ''efficacy of carrying out assessment and confidence in their expertise which created a climate of uncertainty, stress and a feeling of oppression'', Clemson and Clemson (1993:3) and Weiler (1993:281). How educators perceive assessment has a

direct bearing on how they will implement the National Curriculum Statement, Relly, (1990:71).

Learner assessment is central to Outcomes Based Education and the National Curriculum Statement. It is suggested in the principle of Outcomes Based Education that assessment should be based on criteria that focus on the outcomes to be achieved; that skills and values are as important as the knowledge learned; that educators should have knowledge and understanding on how learners learn and read, have knowledge of various teaching approaches, Kelly (1990:72) so that they will be able to develop assessment tasks that are transparent and clearly focused on the outcomes to be achieved, and at the same time yielding valid and reliable responses from learners.

Any changes in curriculum as well as changes in the roles that educators are required play in teaching, educators are expected to adapt within the new context and be driven by change in order to be able to disseminate innovation in the curriculum of their schools.

Educators should have knowledge of the purpose of evaluating learner performance because their involvement in the assessment process is vital in the realization of the objectives of teaching and learning, as outlined in Chapter 1 of every subject statement of the National Curriculum Statement Grades 10-12 (general); Murphy and Torrance (1988:107).

Assessment could be used for various purposes to inform curriculum planning and learning programs, such as defining each child's ability in

order to determine what the learner knows and understands in order to apply the information to different situations; to reveal the learner's weaknesses and strengths; identifying whether learners have special educational needs; for future planning, and to set targets, informing educators, parents, pupils and other stakeholders about the learner's performance and to comply with statutory requirements.

The educator could use any of the following types of assessment depending on the objectives to be achieved; baseline, diagnostic, formative, systemic, summative or alternative.

5.1. Baseline Assessment

When learners are promoted to the next grade and particularly when they come from different feeder schools, they are at varying levels of knowledge when admitted to e.g. Grade 8 or 7. The educator should establish what learners already know in order to develop learning programs and activities that are based on learners' prior knowledge, du Plessis; Conley and du Plessis (2007:71). The educator will use Baseline assessment to determine whether the knowledge of learners at the beginning of the phase or grade, is in accordance with what the subject statement suggests. In the case where learners lack knowledge on content of the previous grade, educators should incorporate the contents of the previous grade in order to help learners cope with new content.

5.2 Diagnostic Assessment

Diagnostic Assessment is used to determine the strength and challenges that learners' experience. When causes and nature of barriers to learning are discovered, appropriate guidance and support should be given to the learners. Intervention strategies should be developed to assist the learner experiencing barriers to cope. These strategies could be offered by specialists such as educational psychologists. The purpose of this type of assessment is to help educators identify causes that could be barriers to learning in order to come up with intervention strategies.

5.3 Formative Assessment

Educators should constantly monitor the effectiveness of the methods they use in teaching. Formative Assessment is one of the methods that could be used to inform educators about progress made; whether intervention strategies are required and what type of support should be provided (du Plessis, Conley and du Plessis 2007:72). Frith and Macintosh (1984:4) refer to formative assessment as an evaluation as it helps teachers evaluate the effectiveness of teaching in order to take necessary corrective action.

5.4 Systemic Assessment

Du Plessis; Conley and du Plessis (2007:72) point out that systemic evaluation is used in curriculum development as it compares performances of learners at regular intervals, through the use of national or provincial defined measuring instruments, with national indicators on learner

achievement. In the General Education and Training Band, Systemic Evaluation was conducted in Grade 3 during 2002, Grade 6 in 2005 and in 2008 assessment was repeated in Grade 3 and 6. For the Further Education and Training Band the matriculation pass rate is the instrument that may be used to evaluate the system. These assessment types help in the monitoring of the system to determine whether the intended educational objectives are realised.

When a learner is issued with a General Education and Training Certificate, it would mean that the candidate has met the minimum program requirements as contemplated in the National Qualification Framework; the South African Qualification Authority Act number 56 of 1995 and the General and Further Education and Training Quality Assurance Act No.58 of 2001. The qualification should serve as an indication that the candidate can compete with learners of other countries because the type of education s/he received is comparable to those of other countries. From other sources it is indicated that learners in the General Education and training Band cannot read and write. According to the Systemic Evaluation report of 2006 for Grade 6 ‘’the achievement of learners in the Limpopo for Mathematics, Natural Science and Language of Learning and Teaching was generally poor. Overall scores for the Limpopo Province were lower than the national scores across learning areas’’. This would mean that if disparities exist between provinces, e.g. learners from Limpopo are not comparable with learners from other provinces; therefore these learners cannot compete on an equal basis with their peers from other countries.

5.5. Summative Assessment

At the end of a single learning activity, a unit, cycle, term, semester or at year-end, learners are assessed in order to obtain an overall picture of the progress made. The information gathered could, according to Frith and Macintosh (1984:6), be used for grading purposes and/or promotion or retention in a grade. When learners are to be transferred to other schools information from summative assessment is used.

5.6 Alternative Assessment

Some learners will experience barriers to learning which may create special educational needs. Those learners would need a different approach to learning and assessment. In order to minimize the impact that could be created when a general approach to assessing is used to both groups of learners (who experience barriers to learning and those who do not) an alternative assessment is required.

The use of an alternative Assessment does not mean watered down assessment tasks but a different approach to accommodate those learners that experience a challenge when general assessment tasks are administered to them. In the case of a learner whose eye-sight is poor, for instance, the educator could enlarge the size of the font to enable easier reading for the learner. In the case were the learner is blind audio tapes could be used and the learner could be assessed orally. The National Department of Education indicated that learners who are not first language speakers of English or Afrikaans find it difficult to cope with questions because of phrasing of

questions or the language itself. This leads to these learners performing poorly compared to their counterparts.

6. Educator Assessment Practice

DoE (a) (2006:41) argues that it is essential for educators to collect information on learner performance in order to identify the strength and weakness that learners have in order to develop appropriate strategies that could be used to address the weaknesses. From feedback on the performance of learners, the educator's teaching practices could be strengthened and educators could tell whether the intended objectives have been met.

The educator should be able to identify assessment tools that are relevant to his/her subject as well as the frequency with which the different types of assessment practices should be conducted and how information generated from assessment practices should be utilized. For example, the National Protocol on Recording and Reporting as well as the different Subject Assessment Guidelines indicates that a minimum of seven tasks should be used to assess learners during the year in the Further Education and Training Band.

When developing an assessment task, the educator should bear in mind the following:

1. What is the objective for assessing learners?
2. Which Learning Outcomes should be addressed?
3. What is the rationale for using a particular strategy to accomplish the intended objective?

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The educator should be informed by policy guidelines and legal framework which governs education and educational practices when developing and assessing learner performance. These policy guidelines should be seen as a means through which the quality of education is managed, and its delivery and evaluation are of a high quality. The attainment of quality according to DoE (a) (1998:10), will require that all members of the organisation (school, a district, a region, a province or the nation) be committed to producing outcomes that not only meet the needs of learners and their parents but should also meet the nationally predetermined standards to ensure that learners could compete favourably in the global market, as indicated by the principle of "High knowledge and high skills for all".

For educators to be effective in their assessment practices and to enhance the quality of education provided by the system "up-to date material such as curriculum guidelines; learning support material; assessment policies and guidelines" should be provided and educators and principals should be trained and supported on how to use these resources.

To ensure that quality education is provided and maintained, a system of accountability that provides broad guidelines is developed. These guidelines should provide a context and authority for assessment at National, Provincial, District, Region and School level.

7. Legislative considerations

Improving the quality of education is a key policy objective in any democratic country. Educational reforms around the world are a direct

response to the demands of making lifelong learning opportunities available to all. Analysing education policy provides an opportunity to reflect on, and learn from, this experience based on the rules, laws and regulations. The legal framework forms a basis on which a department formulates its strategies to carry out its functions and against which it is assessed. "Public decisions and activities are undertaken in Public Education under the authority of a well established legal framework which governs how educational services are delivered to the Public'', Limpopo Department of Education: Service Standards: (p3). There is a need for prescriptive guidelines for teachers to assist them in effective and efficient planning, teaching and assessment of learners.

After the 1994 general election it became imperative that education in South Africa should be transformed to cater for all citizens in South Africa. The Education White paper (1995) emphasized the right of all to quality education with the intention to redress the discriminatory and inequitable distribution of the education provision and services of the National Party, and to provide a National Education that would prepare learners to meet the challenges of the 21st century. This resulted in the creation of a single National Education system. To ensure that this is realised several policies were developed and Acts were passed that would promote equal education for all.

The Limpopo Department of Education Service Standards states that the Department and functions of educators were regulated by Acts and regulations in the discharge of their responsibilities. According to the Limpopo Education Department these Acts, such as the Employment of

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Educators Act No. 76 of 1998; the South African Schools Act No. 84 of 1996 and the Labour Relations Act No. 66 of 1995 which promotes social justice, peace and democracy in the workplace will enable the provincial department in upholding the Constitution; respect its clients and listen to them; provide meaningful and quality service; foster good work ethics and remain accountable for the services it is supposed to render.

The following Acts and policies inform assessment of learners in schools in general and public schools in Limpopo in particular. Provinces are required to develop their own policies guided by national requirements. The provincial assessment guide is informed by the following legislative frameworks and guidelines.

According the **South African Schools Act of (1996)** children between the age of seven and fifteen are compelled to be at school provided they have not yet passed grade nine. It promotes access to a schooling system and ensures quality and democratic governance through the establishment of School Governing Bodies. This requirement means that parents should be held accountable if their children are not attending school and that education institutions should provide programs that keep these learners at school.

The implementation of this Act would require the cooperation of various Government Departments such as Justice, that would prosecute those who violate the Act; the Department of Safety and Security; and Department Public Works that should provide infrastructure as well as the Department of Education, among others.

The **National Education Policy Act No. 27 of 1996 (NEPA)** ensures that there is a principle of cooperation between the National department and Provincial departments. It identifies the policy, legislature and monitoring responsibility of the Minister of Education and formalizes a relationship between National and Provincial Departments. Subsection 3(4) of NEPA indicates that the Minister is responsible for national planning, provision, financing, coordination, management, governance, program, monitoring, evaluation and well-being of the education system. While subsection 3(4) (l) indicates that:

> The Minister may determine National Policy for Curriculum Frameworks, Core Syllabuses and Education Programs, Learning Standards, Examinations and the certification of qualification subject to the provisions of any law establishing a National qualification framework or a certifying or accrediting body.

The conclusion from this assertion is that the content to be taught and assessment thereof should be informed by the National Department of Education. According to subsection 8(1) of the National Policy Act, the National Department of Education directs the standards of education provision throughout the Republic and that all the provinces should be accountable to the Minister of Education for delivery and performance of educational standards, guided by the provisions in the Constitution.

In terms of subsection 4 (a) (1) and 4(b) the Constitution of South Africa in Chapter 2 indicates that every person has a right to be protected against

unfair discrimination within or by an education department or institution, on any grounds while 4(b) states that the National Education Policy should be directed by an enabling education system that contributes to the full personal development of each student, including the advancement of democracy and Ubuntu.

Therefore assessment practices should always comply with the provision of the Constitution and with National Education Policy. When Provincial Policies on assessment are in conflict with National Policy, the National Policy should prevail (subsection 3 (3)). The provisions of this Act are aimed at ensuring that all South Africans are provided with the opportunity for life-long learning and that no person is denied the opportunity to receive education to the maximum of his/her abilities.

Section 3(4) (f) and (r) of the National Education Policy Act 27 of 1996 determines Norms and Standards for educators. The policy describes the Norms as a set of applied competences while Standards as qualification. “These norms and standards provide a basis for purposes of employment” (National Policy Act No. 1996) which the educator in an initial teaching qualification should possess.

These norms and standards should also refer to the ability to integrate competencies which constitute the seven roles of educators, one of which being an “assessor”. According to National Education Policy (Act No.27 of 1996) the educator will understand that assessment is an essential feature of the teaching and learning process and know how to integrate it into this process. The educator will have an understanding of the purpose, methods

and effects of assessment and be able to provide helpful feedback to learners. The educator will design and manage both formative and summative assessments in ways that are appropriate to the level and purpose of the learning and should meet the requirements of accrediting bodies. The educator will keep detailed and diagnostic records of assessment''. The educator will understand how to interpret and use assessment results to feed into process for the improvement of learning programs.

This means that educators should be able to use varied assessment practices in order to diagnose challenges that the learner might be experiencing, that the form of assessment should be appropriate to the developmental stage of learners and that the assessment should be fair and valid; based on the competences to be assessed. The educator should be able to record and report on the performance of the learners, in order to interpret the assessment results and to give feedback to the stakeholders. As an assessor of learning, the educator will be required to reflect on appropriate assessment decisions made and sometimes adjust assessment tasks and approaches in order to accommodate those learners who experience barriers to learning.

It is indicated in the **National Education Policy Act No. 27 of 1996** that the process of assessing learners with special needs, including gifted learners should follow the principles as outlined in the policy. In the event of learners experiencing barriers to learning the problem should be identified early in order to be supported. Special education support personnel could be utilized where specialized assessment procedures are required to identify a learning difficulty. In cases where severe difficulties are noticed, the educator could allocate more time or a different approach could be used

instead of assessing all learners in the same way. However, the choice of what assessment strategies to use remains subjective and unique to a teacher, grade and subject which depend on the professional judgment of the educator. This judgment should always be influenced by the purpose of the assessment and the appropriate Assessment Standards. An integrated assessment approach should include a range of formative and summative tasks that cater for a wide range of abilities and challenges for learners within the educational policy provisions.

The professional, moral and ethical responsibilities as well as competences of educators should be regulated by the **Employment of Educators Act No. 76 of 1998** (EEA). Educators as street level bureaucrats should be guided and regulated in their practice and held responsible for their actions. Section 16 of the Employment of Educator's Act 76 of 1998 indicates that the employers must assess the capacity of the educators and should take action against educators for poor performance of duties attached to the educator's post.

The educator is by profession required to teach and assess learner performance and to record and report to the different stakeholders. In reporting the educator should reflect the true state of affairs regarding the performance of the learners. According to Section 17(1) (a) an educator must be dismissed if he/she is found guilty of theft, bribery, fraud or an act of corruption in regard to examination or promotional reports; or (f) causing a learner or student to perform any act that will compromise the integrity of examinations.

It is regarded as misconduct if an educator fails to comply with regulations or legal obligations relating to education 18(1) (a); or (g) absence himself from work without a valid reason or permission; 18(1) (aa) falsifies records or any other document. The provision of this Act applies to education at public schools, training institutions and adult basic education centers, and requires educators to perform their functions within the legal framework. This include the roles proposed in the National Curriculum Statement and Norms and Standards for Educators which indicate that the new approach requires qualified and dedicated educators who are caring and competent. A competent educator would be that educator who as a subject specialist can use a variety of assessment methods and can develop tasks that will enable learners to show their skills, knowledge and value as required by a particular Assessment Standard in a particular Learning Outcome. Educators are expected to meet other requirements as indicated in the assessment policies as well as in the Protocol for Recording and Reporting. The Protocol states that educators should develop an assessment program; and develop assessment tasks that refer to certain criteria and outcomes based.

A caring educator would be an educator who recognizes the needs of learners and who enables them to experience reality through different approaches; and design learning programs that would address the learners' needs. In addition he/she should, according to the National Education Policy Act No.76 of 1998; the Norms and Standards for Educators; the Educator Employment Act and the South African Qualification Act, be a qualified educator.

According to **Education White Paper 4** on Further Education and Training Act of 1998 and the Further Education and Training Act (Act No. 98 of 1998) provide coordinated structure for development which consists of the senior secondary component of schooling and technical colleges. The programs that are offered in grade 10-12 should conform to the prescriptions of this Act. The qualification that should be issued in this program should conform to the requirements of the General and Further Education and Training Quality Assurance Council referred to as **Umalusi**.

This council ensures that providers of education conform to set standards guided by the General and Further Education Act, 2001 (Act No. 58 of 2001). Umalusi has to ensure that the assessment throughout the country is uniform. One other program that Umalusi is involved in is that of quality assurance of assessment. To ensure quality of assessment, Umalusi monitors and moderates Continuous Assessment of learner performance which is school-based assessment and moderates and verifies marking of examination and moderates question papers for the National Senior Certificate. The following criteria are used to ensure that all question papers written nationally are standardized in terms of technical criterion; how internal moderation should be conducted; content to be covered and the adherence to Assessment Policies and Guidelines Document.

The National Qualification Framework was created in terms of the **South African Qualification Authority Act of 1995** to assist in accelerating the redress of the past education system's practices that were based on discrimination, by creating an integrated national framework for learning achievements; facilitate mobility and progression within education and to

enhance the quality of education and training. Section 5 (1) (a) of this Act indicates that this statutory body shall:

(i) oversee the development of the National Qualification Framework

(ii) formulate and publish policies and criteria for

aa. the registration of accreditation bodies

bb. the accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards or qualifications

(b) oversee the implementation of the National Qualification Framework, including

(c) (iii) steps to ensure compliance with provisions for accreditation.

The Act is informed by a number of principles and the third principles indicate that the Further Education and Training Certificate should equip learners with knowledge, skills and values that will enable meaningful participation in society as well as providing a basis for continued learning in higher education. This principle addresses the objectives of the Act which endeavours to create a framework for mobility and progression within education.

Principle 5 indicates that for a learner to be awarded a Further Education and Training certificate he/she should have accumulated a minimum of 120 credits. 72 thereof should be at level 4 and above. To enhance the quality of education, the Act prescribes that 20 credits must be obtained from one of the eleven official languages provided by **South African Constitution of 1996** at level 4. A further 20 credits must be obtained from a second official

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language at a minimum of level 3. 16 credits at level 4 must be obtained from Mathematics.

An integrated assessment according to principle number 7 must be incorporated to ensure that the purpose of the qualification is achieved. Educators should use a range of formative and summative assessments, such as simulation; tests; examinations; projects and assignments to collect data on learner performance. The educator should be guided by the Subject Assessment Guidelines when developing assessment tasks. The assessment guide indicates which assessment tasks are suitable for which subject and Assessment Standards.

However, it should be borne in mind that the acquisition of a Further Education and Training certificate does not automatically provide admission to Higher Education. The Further Education and Training certificate enables progression to the course of study and that the qualifications will in most cases differ in content, skill and value. Therefore educators should be familiar with the rules of combination of choice subjects in order to provide a curriculum that would lead to a particular career path.

A qualification according to the South African Qualification Authority will mean a representation of a planned combination of learning outcomes which has a defined purpose or purposes, and which is intended to provide qualifying learners with applied competence and a basis for further learning, section 8 (1) (a).

This suggests that the principles of the South African Qualification Authority are based on allowance for flexibility and that the Further Education and Training Certificate qualification should respond to a variety of social and economic needs, and that the education provided should:

- promote an opportunity for lifelong learning
- provide an opportunity for the transfer of learning from educational system to the world of work
- enable learners from different backgrounds to take up opportunities for further learning.

In view of the fact that there will be varied competences, skills and values for the same qualification: how is the quality standardized? The National Department of Education provides guidelines through the Subject Statement and Subject Assessment Guidelines and tries to ensure that learners are assessed properly, according to the National Protocol on Recording and Reporting.

The National Protocol for Recording and Reporting (2006) provides a regulatory framework for the management of school assessment and basic requirement for safe-keeping of learner's portfolios. It should be read in conjunction with the **South African Schools Act (1996),** the National Curriculum Statement grade 10-12 (General) and **National Education Policy Act 27 of 1996** among others. **The National Education Policy Act 27 of 1996 sections 19 to 21** states that it is the responsibility of all educators to assess the progress of learners in order to determine whether the expected outcomes have been achieved. The evidence of learner performance

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collected from assessment tasks should be measured against specific outcomes. According to section 21, all educators should have a sound knowledge of all assessment techniques in order to ascertain a balanced performance that is fair and transparent and record the evidence of the performance in such a way that it could be communicated effectively to the stakeholders.

The **National Protocol for Recording and Reporting** aims to standardize the recording and reporting process within the National Curriculum Statement framework. The protocol seeks to provide requirements and examples for the design of a learner's profile, educator portfolios, report-cards, record sheets and schedules. The direction on the implementation of the protocol should be provided by the different Subject Assessment Guidelines. These guidelines suggest what should be assessed and how assessment could be implemented.

The program of assessment for all subjects in grade 10 and 11 would require learners to have completed seven tasks during the year. Two of which should be June and November examinations, two other tasks should be tests and three remaining tasks that make up the program of assessment shall depend on the subject in question. In grade 12 learners are supposed to do seven or six tasks depending on the subject, (DoE (a) (2008:4).

The subject educators have responsibility for all aspects of assessment, including recording and reporting. The National Protocol on Recording and Reporting in section 17 (1) (a) is stated that recording and reporting of learner evidence of performance should be against the assessment tasks. This

suggests that for a subject like Business Studies grade 12, the educator should have a record for each of the assessment tasks in his portfolio to show that he/she has covered all learning Outcomes in the formal task, DoE (a) (2008:5). The **National Protocol on Recording and Reporting** stipulates that the assessment task should be appropriate to the development of the learner and that not all assessment needs to be recorded.

Due to portability of knowledge from one learning area and learning field to another and progression from a lower grade to a higher grade, educators are required to give a minimum number of certain forms of assessment tasks, based on that particular subject's assessment policy, which should also be recorded. The subject assessment policy should inform the schools' assessment policy to enable monitoring and moderation of assessment both at school and district levels. Both the school and subject assessment policies should be clear to both educators and learners. When learners are informed about the purpose of and the times, during which they will be assessed, the chance of them not availing themselves for assessment might be reduced.

To ensure that all Learning Outcomes in a particular subject are assessed, the National Protocol on Recording and Reporting in Chapter 2, subsection 11 and DoE (a) (2008:2) states that educators should develop a year-long formal Program of Assessment for each subject and grade that should be submitted to the School Management Team before the start of the school year. This annual program of assessment shall be used to develop a School Assessment Plan for each grade. During the first week in the first term, learners and parents should be given the Annual Assessment Program for that grade. When parents have an annual program of assessment, this could ensure that

they assist their child in preparing for the assessment to be conducted at any given time. The plan ensures that educators plan for assessing learners as agreed on the plan. The annual assessment program could be used for monitoring of assessment done at school and to inform different stakeholders of when and how learners will be assessed during the year.

8. Recording

Evidence of learner performance should be kept and used to inform various stakeholders on the progress made by learners. Recording of the achievement of learners should be done for each task. Although Learning Outcomes and Assessment Standards are used to inform planning and development of assessment tasks, the recording of learner performance should be done against the assessment task only, DoE (2005:11). Educators should use the national codes for recording and reporting. The rating codes from grade R to grade 6 consist of four levels while the rating codes from grade 7 to 12 consist of seven levels which describe competence of learners. According to DoE (2005) and Assessment Policy Regulation of (2006), educators may choose to work from marked allocation or percentage to rating codes, or from rating codes to percentages when recording and reporting learner performance.

9. Reporting

Schools have a statutory obligation to report to parents the progress of their children. The **National Protocol on Recording and Reporting** (2006) prescribes a format that should be used to record and report learner

performance. These reports to parents form part of communication that is aimed at fostering a partnership between educators, learners and parents. The report should give a broad indication of what the learner can achieve and at what level she/he has achieved in a particular task. The **National Protocol on Recording and Reporting** indicates that learners should be given feedback that indicates how well he/she has done and what ought to be done to improve on his/her performance and to account for the assessment process undertaken.

10. PLANNING FOR ASSESSMENT.

The purpose for developing an assessment policy is to make explicit the functions of the processes linked to assessment to all those involved. The process involves various stakeholders such as the teachers, trainers, as well as the senior management teams and parents, governors, employers and training providers. Teaching and learning processes should be quality assured by assessment programs that provide consistency across any institution, for the benefit of all learners.

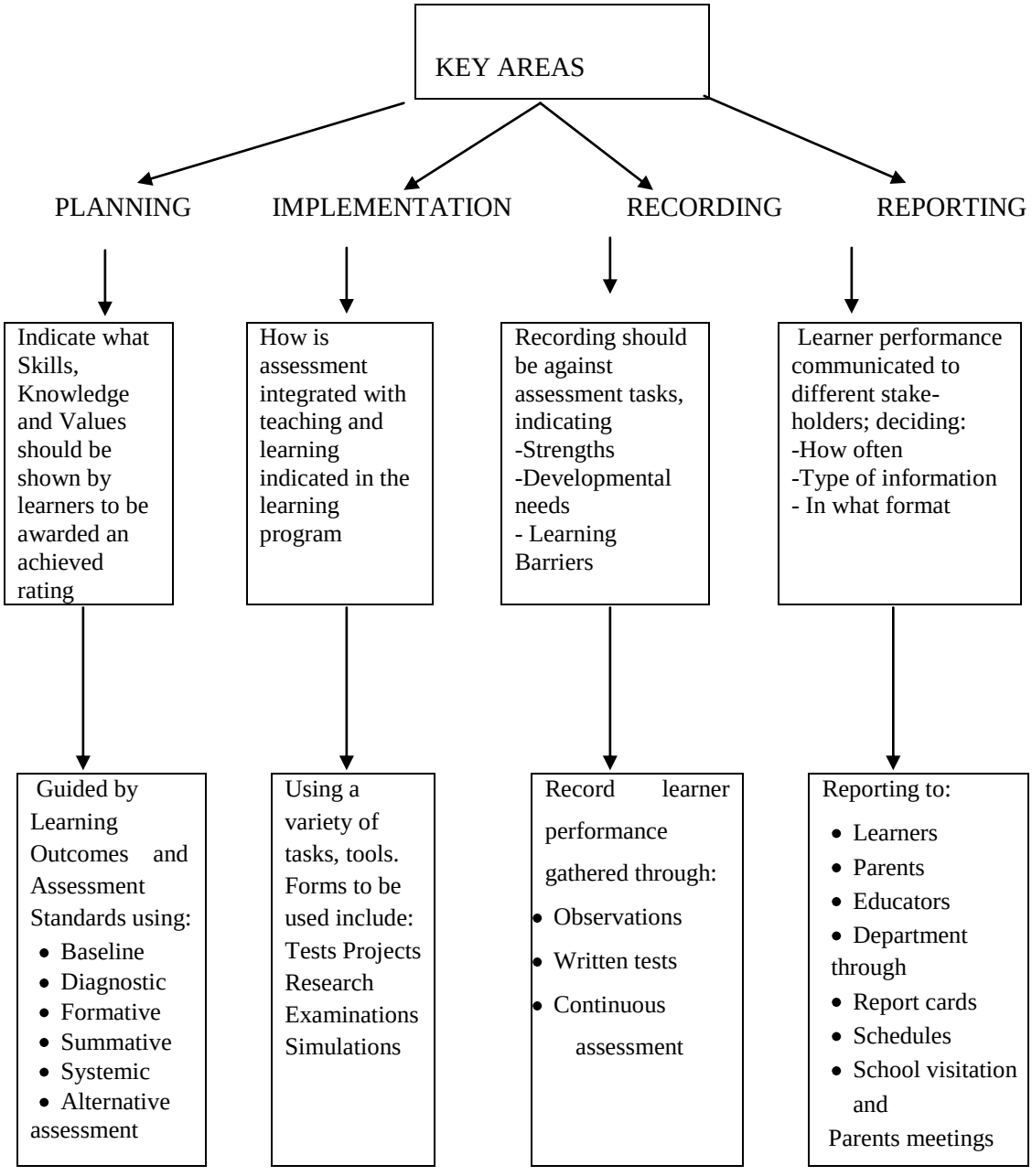
Assessment should form an integral part of teaching and learning that should be reflected in all three levels of planning. In developing a learning program for any subject an educator shall develop a subject framework; a scheme of work and a lesson plan. In a subject framework educators should consider forms of assessment that would be used in the assessment plan and also ensure that a wide range of assessment activities are incorporated in the teaching and learning plan. The educator should ascertain whether the

assessment forms indicated in the subject frame will address the Learning Outcomes and Assessment Standards that are indicated for that particular subject. When developing a lesson plan educators will indicate the assessment strategies in detail as well as the assessment activities.

The continuous nature of the assessment process starts when an educator sets targets to achieve and plan how they could be achieved, including the teaching and learning process. Actual assessment takes place once the teaching and learning process has been done or at the start through baseline assessment. The educator has to reflect on the whole cycle to determine whether the set objectives were met, which also implies that a variety of assessment methods should be employed in assessing learners because they learn in their individual ways and have varied educational needs. Therefore to facilitate learning for all learners, assessment methods should accommodate a wide range of learners and should be learner-paced, and flexible enough to include expanded opportunity. According to the South African Qualification Authority (1999:29) there are eight possible steps that an educator could follow when planning for teaching and assessment, which involves a good understanding of the module/program or subject; develop an assessment plan; inform learners of the requirements and ensure that they understand their role and responsibility regarding assessment; selecting appropriate methods and instruments and develop materials. Educators should conduct assessment, which includes collection of learners' evidence of performance; the educator should give feedback to learners after evaluating the whole process.

This implies that the process of assessing learners does not end with feedback but that the process also needs to be evaluated. By evaluating the process the educators could identify, gather and interpret evidence of learner performance in order to assist learners improve their performance.

5.2. Assessment Program



The figure is adapted from the Limpopo Business studies Facilitator's training manual (2005)

The following schematic representation depicts an assessment program that could be followed at school level. Assessment should not be regarded as incidental to teaching nor should it be viewed as a form of punishment. Assessment is part of the whole process of teaching and learning and should be planned in advance. The program should assist the educators in collecting, analysing and interpreting information on learner performance for the purpose of making decisions about the progress of the learner. Assessment should be planned based on the principles contained in the policies that regulate the practice. Classroom assessment should provide an indication of learner's performance in an efficient and effective way. The **National Protocol on Recording and Reporting** regulates how the learner evidence of performance should be recorded and reported.

5. Conclusion

The National Curriculum Statement endeavours to provide a uniform education that allows for portability of skills and allows learners to study anywhere in the Republic because the core subjects are similar and the weighting of credits is the same.

The National Education Policy Act of 1996, the Employment of Educators Acts, Norms and Standards for Education and Manifesto on values, Education and Democracy, the South African Schools Act and Assessment policy provide a legal framework which governs teaching and learning in all public schools.

Educators are required to assess learners and to give feedback to different stakeholders, including parents on the performance of learners using a prescribed format. The National Protocol on Recording and Reporting indicates that educators should develop an assessment plan for the subjects that they teach and these subjects' assessment plans should be used to develop a school annual assessment plan to be given to parents at the beginning of the year.

Educators should be familiar with assessment strategies as well as the prescribed assessment tasks and forms in the subject Assessment Guidelines. In the next chapter the collection of data and analysis shall be discussed.

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CHAPTER SIX

DATA ANALYSIS

1. INTRODUCTION

This chapter shall concentrate on the empirical research where the data was divided into qualitative and quantitative information. A SPSS program in the Department of Statistics at the University of Limpopo was used to analyse the quantitative data. The quantitative data provided insight into how National curriculum policy and the Assessment policy is perceived and managed by respondents.

2. QUANTITATIVE INFORMATION

The information shall be presented as:

- Biographic data.
- Understanding of National Curriculum Statement policies.
- Implementation of National Curriculum Statement policies.

3. BIOGRAPHIC INFORMATION

In this study biographic information of respondents is significant because educators could have completed certain courses on Outcomes Based Education after their initial training which would have included the National Curriculum statement. The advocacy workshops that were arranged by both

district and provincial education departments would have equipped them to handle classes and be in a position to assess learners as required in the new approach. The age and gender of the participants was also crucial for the study because it could have influenced the perception of educators and adapted to the new teaching approaches, including managing assessment required by the National Curriculum statement.

3.1. Gender * Position Cross tabulation

			Position			**Total**
			Principal	HOD/Snr Educator	Educator	
Gender	Male	Count	18	45	139	**202**
		% within Gender	8.9%	22.3%	68.8%	**100%**
		% within Position	66.7%	56.3%	44.7%	**48.3%**
	Female	Count	9	35	172	**216**
		% within Gender	4.2%	16.2%	79.6%	**100%**
		% within Position	33.3%	43.8%	55.3%	**51.7%**
Total		Count	**27**	**80**	**311**	**418**
		% within Gender	**6.5%**	**19.1%**	**74.4%**	**100%**
		% within Position	100%	100%	100%	**100%**

Table: 6.1.

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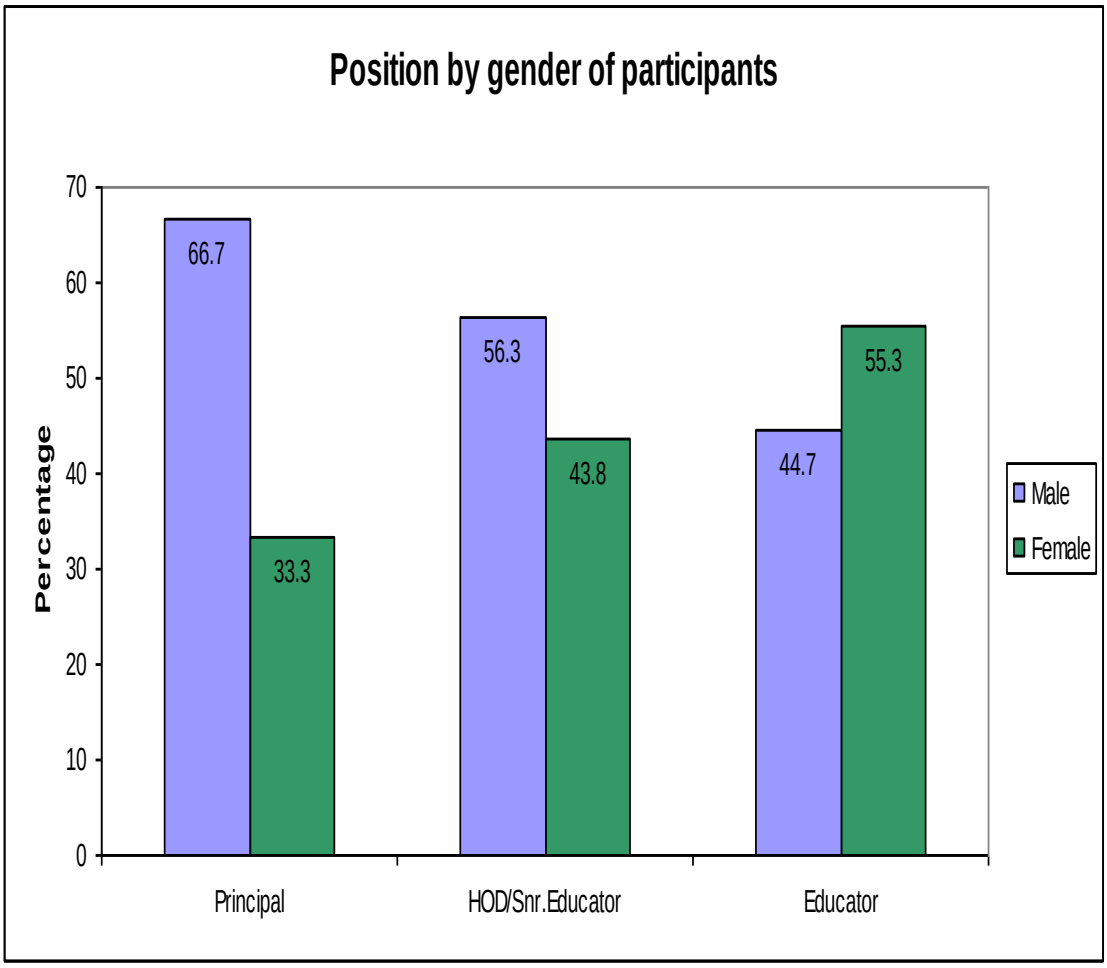
This table indicates the numbers and percentages of the males and females and their position in the school's organisational structure. From the four hundred (418) and eighteen respondents 6.5% respondents were principals. Of these principals males account for 66.7%. Senior educators or heads of department were 19.1%. The majority of respondents in this category were males - 56.3%. Female respondents in the educators' category - 55.3%. Females accounted for 51.7% of the total respondents.



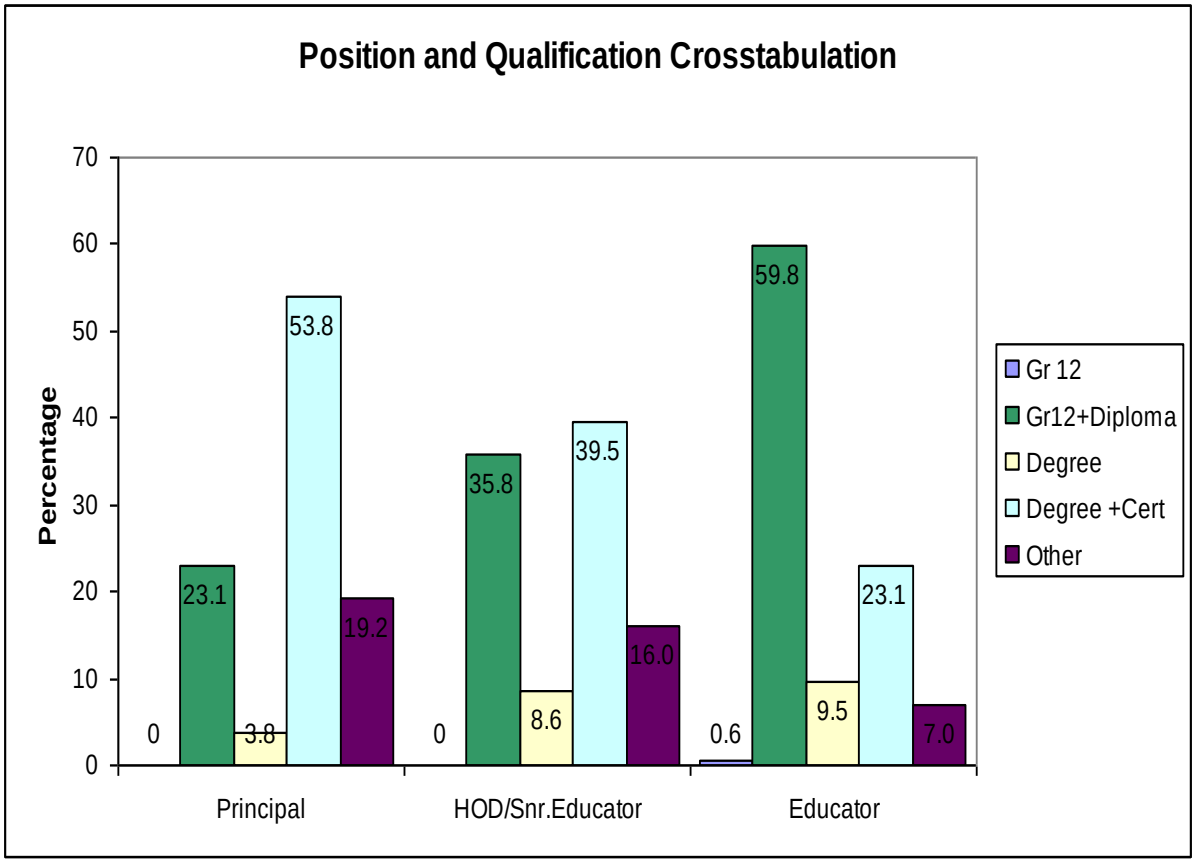
Graph 6.1

This graph depicts that there is a huge imbalance between male and female when considering their position in the organisational structure at school.

Most répondants in the category of principal were 46 years and older. Their chronological age, experience acquired in teaching and training received were steeped in Report 550. 53.8% of the principals had a degree plus a certificate; while 23, 1% had a diploma which was acquired after grade twelve and 19, 2% hold a degree and other qualification. This suggests that knowledge of the National Curriculum Statement that most of these respondents had, could have been gained from advocacy workshops that were arranged by the department and through perusal of documents that were distributed to schools to assist with managing the implementation of the new approach.

The age of the respondents and their qualifications were significant in that some of these educators who are under thirty years of age and 55.6% of principals who were younger than forty-six years, could have had training, is Outcomes Based Education in their initial training. For them to implement principles of the National Curriculum Statement could not have been very difficult. An educator who is fifty-five years and above could have had more than twenty-five years of experience in teaching the old syllabus and how it was assessed, which might have influenced them in the managing of the new approach to teaching and assessing.

The following graph indicates in percentages the qualifications held by the three groups of educators.



Graph 6.2

A total of one-hundred-and-seven respondents who represent 25, 6% of the total participants were occupying a senior and management position. This was significant for the study as it would assist in determining whether there were enough personnel to supervise the implementation of policy. The National Protocol on Reco0.rding and Reporting in Section 11 requires that teachers should submit an annual program of assessment to the school management team. This program assists schools in planning for assessment and monitoring the teaching and learning process and for accountability to the stakeholders.

3.2. Qualification*Position Cross tabulation

			Position			Total
			Principal	HOD/Snr	Educator	
QUALIFICATION	GRADE 12	Count	0	0	2	2
		% within Qualification	.0%	.0%	100%	100%
		% within Position	.0%	.0%	.6%	.2%
	Grade 12 + Diploma	Count	6	29	189	224
		% within Qualification	2.7%	12.9%	84.4%	100%
		% within Position	23.1%	35.8%	59.8%	53.0%
	Degree	Count	1	7	30	38
		% within Qualification	2.6%	18.4%	78.9%	100%
		% within Position	3.8%	8.6	9.5%	9.0%
	Degree + Cert	Count	24	32	73	119
		% within Qualification	11.8%	26.9%	61.3%	100%
		% within Position	53.8%	39.5%	23.1%	28.1%
	Other	Count	5	13	22	40
		% within Qualification	12.5%	32.5%	55.0%	100%
		% within Position	19.2%	16.0%	7.0%	9.5%
TOTAL		Count	26	81	316	423
		% within Qualification	6.1%	19.1%	74.7%	100%
		% within Position	100%	100%	100%	100%

Table 6.2

Majority of respondents (that is 53%) have grade 12 and a diploma as against 9.5% who hold other qualifications. This could have an influence on how majority of respondents perceived and implemented the new approach to teaching.

Of the one-hundred-and-seven respondents who occupy senior positions in schools, participants 89.2% hold a degree and a certificate or other qualification. These qualifications could have included courses on Outcomes Based Education and or National Curriculum Statement which would have prepared them to manage the implementation of the new approach. In order to manage implementation, educators are expected to know the policies and schools should be in possession of the relevant documents.

3.3. Awareness of Policies

Section B of the questionnaire dealt with the policies and Act that guide educators in the implementation of the new approach. Participants in section B1 – B16 were required to indicate their understanding of policies that have an influence on the implementations of the National Curriculum Statement. They were asked to rate their awareness of policies; Acts and Guidelines on a four point scale were: **1**= **No Idea; 2 = Not Clear**; 3 = **Clear Understanding** and **4 = Excellent Understanding.**

In **Item B1** respondents were required to rate their awareness of the SA constitution; 7.7% principals, 8.5% HODs and 14.6% educators indicated that they were **not clear** about the Constitution as against **1.2%** HOD and 4.8% educators who said they **do not have an idea** of the South African Constitution.

Table 6.3

Section B1 - 16 * Position					
Position	**Items**	**No idea Count**	**%**	**Not clear Count**	**%**
Principal	B1			2	7.7
	B2	1	4.8	4	19.0
	B3	2	7.7	6	23.1
	B4	4	14.8	8	29.6
	B5	2	7.7	6	23.1
	B6	1	3.7	4	14.8
	B7	2	7.4	8	29.6
	B8	1	3.7	5	18.5
	B9	1	3.7	4	14.8
	B10	1	3.7	3	11.1
	B11	1	3.8	2	7.7
	B12	2	7.4	4	14.8
	B13			5	18.5
	B14			5	18.5
	B15	2	8	4	16
	B16	1	4.2	1	4.2
HOD And Senior Educator	B1	1	1.2	7	8.5
	B2	3	5.5	16	29.1
	B3	11	13.9	20	25.3
	B4	5	6.3	35	43.8
	B5	8	10.4	29	37.7
	B6	1	1.2	13	16.0
	B7	4	4.9	24	29.6
	B8	3	3.8	17	21.3
	B9	1	1.2	13	15.9
	B10	2	2.4	14	17.1
	B11	2	2.5	14	17.5
	B12	5	6.3	13	16.3
	B13	1	1.2	15	18.5
	B14	2	2.5	12	14.8
	B15	4	5.1	23	29.1
	B16	2	2.9	15	21.7
Educator	B1	15	4.8	46	14.6
	B2	18	8.5	60	28.3
	B3	32	10.3	118	37.9
	B4	51	16.6	103	33.4
	B5	38	12.9	116	39.5
	B6	22	7.1	75	24.1
	B7	28	9.4	98	33.0
	B8	29	9.3	89	28.5
	B9	7	2.3	49	16.0
	B10	8	2.5	56	17.8
	B11	7	2.3	72	23.2
	B12	15	4.9	89	29.0
	B13	15	4.8	78	24.8
	B14	12	3.9	67	21.8
	B15	24	7.8	111	36.2
	B16	16	7.2	65	29.4

Items B2; 4; 8; 9 and 14 were grouped together as they address policies that the school and educators should have in order to assist in planning for teaching and assessing the learners.

Item B2 required ratings on National Education Policy Act and 4.8% and 19% principals; 5.5% and 19.1% HOD and Senior Educators as well as 8.5% and 28.3% educators had **no idea** or were **not clear** on the Act. In item B3 implementation of the National Protocol on Recording and Reporting was asked. Principals who indicated that they either did not have an idea or were not clear, represented 30.8%; while 40.2% of HODs and senior educators as well as 48.2% educators were not clear or had no idea of the National Education Act.

Respondents were to rate themselves in item 4 on Assessment Policy. When assessing learners, educators are expected to teach and thereafter assess learners based on policies and regulations that govern their practice. HODs and Principals are required to monitor and moderate the tasks that are administered to learners and also moderate and control the marking after the tasks have been administered. The Assessment Policy stipulates the principles that should form the basis on which learners are assessed and how they should be assessed. 49.3% of the total number of respondents indicated that they had **no idea** or **not clear** on this policy.

Item B8 responded to indicate their awareness of the Language in Education Policy which guides educators on the assessment of learners based on the level at which the learner is registered. The policy states that learners, who offer a language at first of second additional level, should be not assessed at

first language level. A total of 22.2% of the principals; 25.1% of the HOD and 37.8% of the educators had no idea or were not clear on the policy. This group represents 35% of the respondents who were not clear on the policy and who could be assessing learners at a different level than that which is recommended in the policy if the educators are teaching a language.

Knowledge of the Subject Assessment Guidelines was rated in item B9. The guidelines indicate which forms of assessment should be used and the number of tasks to be completed per grade. 18.5% of principals; 17.1% HODs and 18.3% educators were either not clear or had no idea of the Subject Assessment Guidelines. This would mean that these educators were assessing learners incorrectly by using incorrect forms of assessments or they were relying on the pen and paper form of assessment, which in some instances were addressing the Learning Outcomes and Assessment Standards in the policy document.

Item 14 chosen participants were requested to indicate their awareness of the Subject Statement. This document indicates the content to be taught in a particular subject as well as the minimum levels of performance to be attained through Assessment Standards. Of the total respondents, principals, HODs and educators who were not clear or had no idea of the Subject Statement, were 18.5%; 17.3% and 25.7% respectively.

Item 10 was on the Learning Program Guidelines (LPG) which indicates the three levels of planning which include the Subject Framework in which educators need to show what would happen in the three grades in a particular phase. 20.1% of the respondents had **no idea or not clear** on the LPG. While

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items B11 is on the Program of Assessment and B12 the Annual Program of Assessment. Both programs require that every teacher in his/her subject and in each grade he/she teaches should develop a program for assessing learners. The individual assessments programs from educators are used to develop the school's annual program of assessment. Every learner should be given a program at the beginning of the year which indicates how he will be assessed. 11.5% of principals 19.1% of HODs and 25.5% educators had no idea or were not clear on what the program of assessment entails. While 30.6% of respondents had no idea of the annual program of assessment, this lead to the conclusion that learners might not have been given a program indicating how and when they will be assessed during that academic year.

Knowledge rating of the National Senior Certificate document was required in item B13. The document indicates the subjects' combination that leads to particular career pathways. It also indicates the promotion requirements as well as the minimum entry requirements for admission into a certificate, diploma or degree. 18.5% of the principals indicated that they were not clear on the policy. By implication this means that these principals would not be in a position to give guidance in selection of subject combinations nor could they advise educators and learners on the requirements in relation to this policy. In the same category, 19.7% and 29.6% of HODs and educators respectively chose option 1 and 2. By making such choices the implication is that the policy objectives are not met or there is an implementation gap which would lead to learners who might be guided into making incorrect subject choices, which do not lead to a specific career.

In items B17 - B26 respondents were required to link the documents or Acts listed as options to the explanations that were provided alongside each option.

The documents or Acts and corresponding option were:

1. The Constitution of South Africa
2. The South African Schools Act
3. Employment of Educators Act
4. South African Qualification Authority Act
5. Protocol on Recording and Reporting
6. The National Education Policy Act
7. Government Gazette on Assessment
8. Further Education and Training Act.

While option 9 represented ‘‘**Have no idea**’’

Respondents were given statements that indicated what certain documents and Acts were needed for, where they were required to link usage with a particular Act or document.

B17 required respondents to indicate the document or Act that assesses that all South Africans are provided the opportunity for ongoing learning.

6.0% respondents as indicated in table 5.4 suggested that they had **no idea** which document is used to ensure that all South African were afforded the opportunity for lifelong learning. The other responses were as follows:

OPTION 1 - the South African Constitution (41.4%)
OPTION 2 - the South African Schools Act (42.6%)
OPTION 3 - the Employment of Educators Act (17.0%)
OPTION 4 - the South African Qualification Authority Act (1.4%)
OPTION 5 - the National Protocol on Recording and Reporting (4.3%)
OPTION 6 - the National Educators Act (2.9%)
OPTION 7 - the Government Gazette on Assessment (3.4%)
OPTION 8 - Further Education and Training Act was (4.1%).

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Table 6.4

Section B17 – 26												
Age Group	**items**	**Percentage**	**Constitution**	**SASA**	**EE A**	**SAQA**	**NPRR**	**NEP Act**	**SAG**	**FET Act.**	**No idea**	**Total**
21 -35	B17	%	45.83	13.89		4.17	4.17	15.28	2.78	5.56	8.33	100
	B18	%		17.72	51.90	1.27	2.53	17.72	5.06		3.80	100
	B19	%		6.67	5.33	9.33	4.00	8.00	4.00	58.67	4.00	100
	B20	%	10.00	43.75		6.25	5.00	20.00	3.75	3.75	7.50	100
	B21	%		3.66	3.66	4.88	41.46	12.20	14.63	12.20	7.32	100
	B22	%		10.00	1.25	3.75	33.75	16.25	26.25	2.50	6.25	100
	B23	%		11.25	3.75	35.00	6.25	18.75	17.50	5.00	2.50	100
	B24	%			1.25	5.00	77.50	5.00	2.50	2.50	6.25	100
	B25	%	1.22	2.44	1.22	51.22	8.54	13.41	3.66	13.41	4.88	100
	B26	%	3.75	3.75	7.50	33.75	8.75	6.25	11.25	16.25	8.75	100
36-45	B17	%	40.74	17.70	2.47	3.70	2.88	15.64	2.88	7.82	6.17	100
	B18	%	0.84	21.76	43.10	8.37	2.09	15.06	2.51	0.42	5.86	100
	B19	%	0.82	5.35	5.76	6.17	4.53	10.29	4.12	55.14	7.82	100
	B20	%	12.65	35.51	3.27	8.16	1.63	22.86	2.86	3.67	9.39	100
	B21	%	0.81	3.24	3.24	5.26	47.37	5.67	18.22	10.53	5.67	100
	B22	%	1.22	9.39	3.67	6.12	26.53	14.69	29.39	2.45	6.53	100
	B23	%	1.27	11.81	4.64	39.66	4.22	10.55	21.10	2.53	4.22	100
	B24	%	0.84	1.26	2.51	6.28	73.22	4.60	3.35	2.93	5.02	100
	B25	%	2.05	2.46	6.56	50.82	3.28	11.89	5.33	13.11	4.51	100
	B26	%	2.48	3.72	5.79	40.91	4.55	15.70	7.02	13.64	6.20	100
46 And Older	B17	%	40.26	23.38		7.79	2.60	9.09	6.49	5.19	5.19	100
	B18	%	2.74	10.96	50.68	2.74	5.48	16.44	2.74	5.48	2.74	100
	B19	%	1.30	2.60	2.60	9.09	2.60	10.39	9.09	58.44	3.90	100
	B20	%	7.79	36.36	2.60	9.09	3.90	16.88	10.39	10.39	2.60	100
	B21	%		3.85	1.28	7.69	48.72	7.69	12.82	12.82	5.13	100
	B22	%		6.41	3.85	2.56	21.79	16.67	33.33	7.69	7.69	100
	B23	%		8.22	2.74	32.88	9.59	12.33	26.03	2.74	5.48	100
	B24	%		1.30		6.49	70.13	6.49	3.90	6.49	5.19	100
	B25	%		3.85		56.41	5.13	16.67	5.13	7.69	5.13	100
	B26	%	1.32	1.32	7.89	42.11	7.89	10.53	6.58	14.47	7.89	100

Only items B21 - 25 were grouped and discussed as they have direct bearing on the assessment of learner performance; the recording and reporting of evidence as well as the awarding of the National Senior Certificate.

In item B21 respondents were to indicate the document which provides requirements for formal recording of assessment for Grades 10 - 12. Only 5.7% respondents indicated that they **had no idea** as against 18% who indicated that the Protocol on Recording and Reporting stipulates the requirements that should be followed when planning for assessment, and all the reports that should be provided including records that should be kept.

24.9% respondents in item B22 indicated the Protocol on Recording and Reporting indicates that the school should provide learners and parents with an annual assessment plan in the first term, while 19.9% said that they **had no idea** as to which document directs them to provide learners with the assessment plan for the year.

In item B23 respondents were requested to indicate that this document or Act provides a framework of assessment and qualification for all schools both public and private in South Africa. The option that received the highest responses was option 6 with 34.9% as against 7.7% who opted for the Protocol on Recording and Reporting (option 5). 19.9% indicated that the Government Gazette on Assessment (option 7) provides the framework for assessing learners in both private as well as public schools in the country. The respondents that chose the option **had no idea** were only 3.8%. 5.02% of respondents indicated that they **had no idea in item** B24 and 69.6% say that the National Protocol on Recording and Reporting (option 5) provides

the principles for recording and reporting on learners' performance after assessment has been conducted.

In item B25 respondents were requested to indicate the Act/document that describes the regulations, rules and provisions for the award of the National Senior Certificate at level 4 of the National Qualification framework. 4.5% respondents indicated that they **had no idea** while 50.2% indicated the regulations and rules for the award of the certificate in the new approach was provided by the South African Qualification Authority Act.

Items B27 - B35 are based on the support that the district and the curriculum support services should provide to schools as well as management of National Curriculum Statement at schools. Educators were requested to rate the support received on the National Curriculum statement on the scale of 1-4, where 1=Poor; 2=Inadequate; 3=Adequate and 4=Very good.

The data collected was classified according to the position of respondents. The researcher was of the view that the principals and senior educators including heads of department should be able to provide support to junior educators and to ensure that implementation takes place according to policy directive.

Items B27, 28, 29 and 32 were grouped together because they required the respondents to indicate whether the training received and schools visited by district support services section and curriculum advisors, provided the necessary information that was able to assist educators in implementing National Curriculum Statement in classrooms and helping in assessment

procedure of learner performance at school. 4% of the respondents in B32 indicated that department training workshops were in line with the departmental objectives and are supported by schools and 33, 9% in B27 said that these training on National Curriculum Statement provided specific guidance on how to implement the new approach in classroom. While in the same items 12, 2% in B27 and 11, 2% in B27 said the workshop training was poor and did not conform to departmental objectives, neither provided guidance on how the new approach could be implemented. In the same items 24.5% (B32) and 18, 7% in item chose option 4 (very good).

When considering item B27 across the three categories; 51.8% of principals and 50.6% HODs and senior educators indicated that the training and support was **inadequate and or poor** to guide them in implementing the new approach in class, while 47.7% educators felt the same way.

However, in item B28, 55.5% principals and 51.3% HODs and senior educators as well as 56% educators say that the support provided was rated **adequate to very good** in providing the necessary information that assisted them in assessing learners. 57, 7% principals and 58.8% of senior educators and HODs said that the school visits by curriculum advisors in item B29 were **inadequate or poor** and that these visits did not help clarify problem areas. Majority of educators, however, were happy with the help received from curriculum advisors; 53, 6% of them rated the visit at 29.6% **adequate** and 23, 7% as **very good** as indicated in table 5.5 below.

Table 6.5

ITEMS B27 – 37* POSITIONS

Position	Items	Poor		Inadequate		Adequate		Very good		Total
		Count	%	Count	%	Count	%	Count	%	
Principal	B27	1	3.7	13	48.1	11	40.7	2	7.4	27
	B28	4	14.8	8	29.6	12	44.4	3	11.1	27
	B29	2	7.7	13	50.0	4	15.4	7	26.9	26
	B30	4	14.8	13	48.1	7	25.9	3	11.1	27
	B31	3	11.5	11	42.3	10	38.5	2	7.7	26
	B32	4	14.8	4	14.8	15	55.6	4	14.8	27
	B33	4	14.8	15	55.6	6	22.2	2	7.4	27
	B34	1	4.0	11	44.0	11	44.0	2	8.0	25
	B35	3	11.1	10	37.0	9	33.3	5	18.5	27
	B36	2	7.4	7	25.9	12	44.4	6	22.2	27
	B37	2	7.4	8	29.6	12	44.4	5	18.5	27
HOD And Senior Educator	B27	14	17.7	26	32.9	27	34.2	12	15.2	79
	B28	11	13.8	28	35.0	29	36.3	12	15.0	80
	B29	19	23.5	28	34.6	24	29.6	10	12.3	81
	B30	10	12.5	39	48.8	24	30.0	7	8.8	80
	B31	8	10.1	34	43.0	26	32.9	11	13.9	79
	B32	8	9.9	27	33.3	31	38.3	15	18.5	81
	B33	10	12.7	30	38.0	26	32.9	13	16.5	79
	B34	7	8.9	20	25.3	38	48.1	14	17.7	79
	B35	4	5.2	25	32.5	33	42.9	15	19.5	77
	B36	7	8.8	19	23.8	28	35.0	26	32.5	80
	B37	8	10.1	20	25.3	36	45.6	15	19.0	79
Educator	B27	40	13.2	105	34.5	97	31.9	62	20.4	304
	B28	27	8.9	106	35.1	121	40.1	48	15.9	302
	B29	52	17.1	90	29.6	90	29.6	72	23.7	304
	B30	47	15.9	111	37.5	86	29.1	52	17.6	296
	B31	42	14.0	118	39.2	95	31.6	46	15.3	301
	B32	38	12.5	84	27.7	99	32.7	82	27.1	303
	B33	29	9.6	89	29.6	118	39.2	65	21.6	301
	B34	18	6.1	77	26.2	134	45.6	65	22.1	294
	B35	21	6.9	100	33.0	127	41.9	55	18.2	303
	B36	29	9.6	54	17.8	119	39.3	101	33.3	303
	B37	24	7.9	67	22.1	115	38.0	97	32.0	303

The school visits by curriculum advisors were supposed to research areas of need in view of preparation for training educators. 70.4% principals; 46.8% and 59.8% educators say that training workshops received were in line with departmental objectives, were helpful and were supported by schools as reflected in B32. During such visits and workshops policies were explained. However, 62.9% principals; 61.3% HODs and senior educators as well as 53.4% educators in item B30 indicated that the explanations and clarification of assessment policies and principles were inadequate to poor.

On whether the educators were kept up to date about policies that impact on assessment activities, 51.7% of respondents indicated that "poor or inadequate information was provided" while 14, 1% said the support and training on assessment policies was very good.

Items B33-37 was grouped together as these items relate to the management of policies at school levels. Schools had to develop timetables and assessment programs to enable sufficient time for educators to cover Learning Outcomes and be equipped to assess learners. School assessment policies should be informed by national policies. Item B33 requires respondents to indicate whether regulations set realistic deadlines to cover all Learning Outcomes and Assessment Standards. The responses were 14.8% ''**poor''**; 55.6% ''**inadequate''**; 22.2% ''**adequate**'' and 7.4% ''**very good''** respectively. The majority of respondents indicated that the deadlines were "**inadequate**" to enable educators to cover all Learning Outcomes and Assessment Standards. While in item B34, 52% principals; 65.8% HODs and senior educators and 67.7% indicated that school assessment policies adequately complement national policies to rating school policies as very

good. Also that the school system ‘’**adequately’’** provides room for assessment activities that are in line with national policy. This is reflected by 69, 9% respondents in item B36 who indicated that schools’ time tables provide ‘’**adequate’’** time to cover all Learning Outcomes sufficiently.

Item R36 required respondents to indicate whether schools provided room for staff to contribute to the development of assessment and teaching time-table in item B37. The respondents indicated that ‘’**adequate’**’ (38%) to 32% ‘’**very good’’** opportunities are created by schools for educators to contribute to the development of time-tables.

In section C educators were requested to rate their knowledge on a four (4) point scale where the following key error used 1= not clear, 2= need help, 3= clear and 4= excellent.

In Item C38 respondents were required to indicate their ability to evaluate and provide feedback to all learners: The responses where 1, 9% were “not clear”; and 21, 5% indicated that they “need help” while 43, 7% were “clear” on how learners are assessed, and 32, 9% said they had “excellent” knowledge of evaluating and providing feedback to all learners after they had been assessed.

Most respondents (that is 44, 5%) indicated that they had a clear knowledge of what to record after learners were assessed. 28, 6% had indicated that they have “excellent” knowledge. Only 3% said they were “not clear” and 23% stated that they “need help” in item C39.

Table 6.6

ITEMS C38 – 49

In item C40 respondents were required to indicate whether they have

Position	items	Poor		Inadequate		Adequate		Very good		Total
		Count	%	Count	%	Count	%	Count	%	
Principal	C38				32.0	13	52.0	4	16.0	25
	C39				36.0	10	40.0	6	24.0	25
	C40				28.0	11	44.0	7	28.0	25
	C41				36.0	11	44.0	4	16.0	25
	C42	1	4.0		40.0	10	40.0	5	20.0	25
	C43				48.0	11	44.0	1	4.0	25
	C44	1	4.0		52.0	7	28.0	5	20.0	25
	C45				24.0	15	60.0	4	16.0	25
	C46				36.0	13	52.0	2	8.0	25
	C47	1	4.0		25.0	15	62.0	3	15.5	24
	C48				32.0	13	52.0	4	16.0	25
	C49				25.0	16	66.7	2	8.3	24
HOD And Senior Educator	C38	3	3.7	22	26.8	37	45.1	20	24.4	82
	C39	5	6.2	22	27.2	38	46.9	16	19.8	81
	C40	2	2.5	18	22,2	39	48.1	22	27.2	81
	C41	2	2.5	23	28.4	39	48.1	17	21.0	81
	C42	3	3.7	24	29.6	37	45.7	17	21.0	81
	C43	4	5.0	34	42.5	30	37.5	12	15.0	80
	C44	2	2.4	26	31.7	37	45.1	17	20.7	82
	C45	3	3.7	25	30.5	37	45.1	17	20.7	82
	C46	5	6.2	32	39.5	33	40.7	11	13.6	81
	C47	3	3.8	25	31.6	33	41.8	18	22.8	79
	C48	5	6.1	23	28.0	36	43.9	18	22.0	82
	C49	6	7.3	27	32.9	35	42.7	14	17.1	82
Educator	C38	5	1.6	59	19.0	133	42.9	113	36.5	310
	C39	11	3.6	64	20.7	137	44.3	97	31.4	309
	C40	7	2.3	53	17.1	142	45.8	108	34.8	310
	C41	10	3.3	63	20.5	145	47.2	89	29.0	307
	C42	7	2.3	72	23.8	130	42,9	94	31.0	303
	C43	15	4.9	97	31.5	130	42.9	66	21.4	308
	C44	10	3.2	89	28.5	151	48.4	62	19.9	312
	C45	14	4.5	80	25.8	137	44.2	79	25.5	310
	C46	19	6.1	118	38.1	120	38.7	53	17.1	310
	C47	22	7.1	101	32.8	124	40.3	61	19.8	308
	C48	25	8.1	102	32.9	131	42.3	52	16.8	310
	C49	18	5.9	114	37.6	118	38.9	53	17.5	303

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knowledge of what to report on after assessing learners. Option 3 = "clear" was chosen by 46; 3% responded and those that said they would "**need help**" or were **"not clear"** were 19% and 2, 2% respectively.

Respondents were asked to indicate whether they had knowledge of relevant assessment tasks that should be used to assess learners for each of the subjects they teach. 23% respondents said they "**need help**"; 2, 2% indicated that they were "**not clear**" while 47, 6% had a "**clear''** knowledge and 26, 3% suggested that they had an "**excellent**" knowledge of the tasks to be used in C41.

Respondents in item C42 were to rate their knowledge of assessment program for the subject they teach. The responses were 2, 4 (not clear); "need help" (26, 1%) "**clear**" (43, 4%) while only 28, 1% indicated that they had an "excellent" knowledge of the assessment program for the subject they were teaching. In item 49, 59% of respondents had indicated that they did not have knowledge of the information that should be indicated in the Program Assessment. 36.1% said they "need help" on the type of information needed. 42, 2% were "clear" and only 16, 8% said they had an "excellent" knowledge of what type of information to include in the Program of Assessment. However, in item C46 when they were asked whether they were able to - or had knowledge of how to develop an Annual Program of Assessment, 6% of respondents indicated that they were "not clear"; 38, 4% "need help" and 39, 8% said they had an "excellent" knowledge of how an Annual Program of Assessment is developed.

In C43, 4, 8% of respondents said they were "not clear"; and 34, 8% "need help" on how to develop assessment activities and tasks that were based on Learning Outcomes and Assessment Standards. 41, 6% and 18, 8% indicated that they had a "clear" or "excellent" knowledge to develop assessment activities and tasks in the subject they teach.

When respondents were asked whether they are able to determine content and context from the Subject Statement in item C44, 2,9% and 30,7 respondents chose option 1 "**not clear**" and option 2 "**need help**" respectively while 46,4% and 20% said they were "clear" and have "excellent" knowledge to determine the content of what they teach.

Item C45 respondents indicated that they were "not clear" (4,1%) and "need help" (38,4%) to discern what is indicated in the Subject Assessment Guidelines that could assist them in assessing learners, while 39,8% had a **clear** knowledge and 18,8% rated their knowledge on the provision of the Subject Assessment Guidelines as "excellent" 6% and 32, 3% indicated that they were "not clear" and "need help" that would guide them on conditions for retention of learners, while 41.3% and 42.7% opted for options 3 and 4 respectively for items C47. In item 48 only 41.8% respondents indicated that they were clear on how schools promoted or retained learners in a grade.

4. Conclusion

It is concluded that effectiveness of policy leadership exercised by managers concerned contributes to the unevenness in implementation of National Curriculum Statement policies, and Acts that govern their practices. The

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knowledge of policies possessed by principals and educators is influenced by their old professional selves that invariably affect their practice. When considering items B1 – 16 and C38-49, majority of respondents opted for option 3 "**clear understanding**'' which suggests that they were aware of the policies and what those policies entail. However, there are a few respondents in the same items who chose option 2 ''**not clear''** and some indicated that they ''**need help''.** However, the highest percentage in option 3 is 47, 8%. This suggests that in most options not half the respondents had knowledge or ability to develop assessment tasks; determine content and context to be taught, develop programs of assessment, know how schools promote or retain learners and what to record against and report on after assessing learner performance.

5. **Qualitative Research**

In this section qualitative data collected from the thirteen principals and 8 heads of department that were interviewed and notes gathered through observation, will be discussed. The respondents were asked the following ten (10) questions:

1) How does the Program of Assessment assist educators to prepare assessment tasks in your school?
2) Which documents should be used or considered when the Annual Program of Assessment is developed?
3) What is the purpose of indicating Learning Outcomes and Assessment Standards in the tasks used to assess learners?
4) Which policies guide schools on when to retain learners in a grade?

5) What is the purpose of the National Protocol on Recording and Reporting?
6) How do Subject Statements and Subject Assessment Guidelines assist educators in the assessment of learner performance?
7) How does providing learners with an annual assessment program assist school management in managing assessment practices?
8) How does the NPRR and SAGs assist members of the School Management Team in ensuring that assessment tasks are moderated prior to their administration?
9) Is it necessary for learners' evidence of performance to be moderated after the task has been written and which policy or policies ensures that this is done?
10) How could Learning Programs Guidelines be used to ensure that all Learning Outcomes and Assessment Standards in a particular subject are covered?

From responses given from the above 10 questions, it was evident that the challenges regarding the implementation of any policy as experienced by educators could be linked with political factors, leadership, historical and cultural influences. It could also be assumed that educational policy implementation is a concern of both educators and leadership at different levels including the school, district, province and national. Strong, skilled leaders and informed educators form the cornerstone of the successful and meaningful implementation of educational programs in general and assessment of learning in particular. However, the questions used in the interviews which were linked to some items from the questionnaire reflected the following picture:

Some of the respondents in question 1 indicated that certain educators had received pace setters from subject advisors that indicated what should be assessed for the year together with the due dates. This suggests that the school management did not request educators to develop Programs of Assessment as required in the National Protocol on Recording and Reporting policy. The pace setters were perceived as programs of assessment that should be implemented, which is not in line with the objectives of the assessment policy. However, in item B11 of the quantitative section of the questionnaire, 51.3% of respondents indicated that they had a "**clear understanding''** of what a program of assessment was. Respondents indicated that in the case where pace setters were not provided, individual educators would assess learners without providing them with the assessment program for the year.

When respondents were asked which documents inform the development of an Annual Program of Assessment, some indicated that they had no idea of what the annual program of assessment was. However, 42, 5% respondents in item B34 said that school assessment policies complement National policy and 40, 3% in item B35 maintained that the school system provided room for assessment activities that were in line with national policies, but could not indicate those policies that inform them on the development of the assessment program. 39, 8% respondents in item C46 indicated that they had a "clear" knowledge of how an annual program of assessment was developed.

In item C43, response (3) had 41, 6% respondents indicated that they had "clear" knowledge of how to develop assessment activities that are based on

Learning Outcomes and Assessment Standards. But when the interviewees were asked in question 3 what the purpose of indicating Learning Outcomes and Assessment Standards was, a majority of respondents indicated that educators took a cue from common tasks provided by the district which did not indicate the Learning Outcomes and Assessment Standards and could not state what the purpose was.

Question 4: Which policies guide schools on when to retain learners in a grade?

Majority of respondents indicated that there are provincial guidelines that are provided to schools. These guidelines state that a learner progresses if:

a. The learner has an achievement rate of 40% and above in (3) three subjects.
b. One (1) of these three subjects at 40% and above should be an official language.
c. Three (3) other subjects should be between 30-39%.
d. In the seventh subject where a learner has a score of less than 30%, there must be evidence of a continuous assessment mark.

However, some respondents said that a learner could be retained if he/she did not obtain at least 40% in the Home Language and Mathematics in addition to the conditions stated above. Some respondents pointed out that the pass mark in Mathematics and Home language should be 50%. This indicated that there were varied interpretations and implementations of the policy.

The official guidelines issued to schools in the Limpopo Province indicates that the learner in grade 10 and 11 should progress if the learner has obtained at least 40% in Home Language and other two subjects as well as at least 30% in other three subjects as a minimum requirement for a pass.

All respondents indicated that neither the schools nor individual educators had copies of the National Protocol on Recording and Reporting when asked what the purpose of this policy document was. In the quantitative research section in item B3 a majority of respondents indicated that they had an "excellent understanding" of the National Protocol on Recording and Reporting. For respondents to have an "**excellent understanding**'' they needed to have a copy of the policy to read, understand and assimilate the information first.

Question 6: 'How do Subject Statements and Subject Assessment Guidelines assist educators in the assessment of learner performance?"

All respondents confirmed that at least one copy per subject of the Subject Statements and Guidelines was available in schools. However, these copies were stored in the school managers' office. This suggests that the assessment tasks that were developed at school and the lesson plans were not dictated by policy.

Question 7: "How does providing learners with an annual assessment program assists school management in managing assessment practices?"

It was indicated by the respondents that learners did not receive Annual Assessment Programs because:

e. The district office did not provide assessment programs and dates for submission of mark schedules.
f. Certain subjects were writing common tasks that are prepared at cluster or district level.
g. In most instances dates for these common tasks clashed.
h. The common tests and/or tasks dates were not communicated in time for schools to be guided by district assessment plans.

However, in item B37 of the quantitative data, a majority of respondents indicated that the schools provided educators an opportunity to contribute to assessment plans, time-tables and programs. These plans should have been informed by the National and Provincial Assessment policies and Guidelines. 43, 4% respondents in item B42 indicated that they had a "clear" knowledge of and are able to develop assessment programs for the subjects they teach.

Question 8: "How does the NPRR and SAGs assist members of the school Management Team in ensuring that assessment tasks are moderated prior to their administration?

Most respondents indicated the challenges faced by schools in relation to person power and lack of subject specialisation in most subjects, which contributes to the inability to ensure that quality tasks are developed. It was pointed out that in some instances tasks were not quality-assured prior to administration.

Question 9: "Is it necessary for learners' evidence of performance to be moderated after the task has been written and which policy or policies ensure that this is done?"

Varied responses were given with different interpretations of what moderation is. Some indicated that moderation means:

a. verifying addition of marks
b. ensuring that every answer on the learner's scripts is marked
c. checking whether marks per different sections of the script tally with the total indicated.

The National Protocol on recording and reporting states that the learners should receive a report card which should be quality assured, at the end of each term which indicates the learners' evidence of performance. This evidence of performance should be quality assured by the principal or somebody designated by him/her. While the provincial guidelines require those who moderate at all levels to remark the tasks of learners when they moderate, such evidence was not available. Considering the dictates of the guidelines, the respondents agreed that moderation for both pre-administration and post administration was not done at school level.

Question 10: "How could Learning Program Guidelines be used to ensure that all Learning Outcomes and Assessment Standards in a particular subject are covered?

Although 46, 4% respondents in item C44 indicated that they had a ''**clear knowledge**'' on how content and contexts for the subjects they teach is

determined, a majority of respondents to question 10 stated that the lesson plans that were in the educators files were photocopies from text books, and that some of the lesson plans were not link with the Learning Outcomes that were being addressed or to the learning program. To ensure that there is some planning, certain schools had developed a lesson format that should be used by all educators at their school without linking the lesson plan with the Learning Program Guidelines.

6. Conclusion

It is not a foregone conclusion that once a policy has been developed it will automatically be implemented in the manner that the entrepreneurs had hoped. Successful implementation depends on whether the policy was conceptually clear and simply stated in terms that indicated the desired changes to be achieved and who the intended beneficiaries are. The policy should be supported throughout the implementation stage and it must be driven by effective leadership who are skilled, experienced and committed to the policy. The policy leadership has a bearing to the quality of policy implementation.

From the quantitative data it could be concluded that educators' awareness of policies and guidelines do not automatically translate to compliance. It is indicated that:

a. Programs of assessment were not prepared.
b. Schools did not develop annual programs of assessment.

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c. Educators did not develop their own subject framework schedule and lesson plans.
d. Assessment tasks that were developed did not contain Learning Outcomes and Assessment Standards.
e. The assessment tasks were not moderated prior to administration.
f. The learners' scripts were not moderated in every term prior to recording the marks in the quarterly schedules.

The following reasons were pointed out as the causes that lead to non-compliance with policies:

a. Lack of human resources.
b. Lack of specialisation in some subjects.
c. Lack of clear guidelines to be followed in assessing learner performance.
d. Overload, overcrowding and lack of resources.

This suggests that the content of policy will always reflect the interpretations process associated with it. The policy content and the implementation process will affect individual stakeholders differently. Although it may be argued that there could be varied degrees of policy implementation that is due to policy interpretations and reality of political strong leadership, the approach to policy implementation used by some leaders is derived from a system of values and assessment of situational factors operating as a general framework for decision-making regarding a particular policy.

In this chapter, data from the questionnaire and interviews were analysed. The next chapter will concentrate on concluding remarks and recommendations.

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CHAPTER SEVEN

CONCLUSDING REMARKS AND RECOMMENDATIONS

1. INTRODUCTION

The purpose of this chapter is to present a summary of this study and significant findings of the research. The findings from literature review, interviews and closed questionnaires, as analyzed in Chapter 6 as well as the role played by school management in the implementation of assessment practices, shall be analysed further. Recommendations aimed at improving and transforming the current practice in schools shall be made.

2. Policy implementation

Various authors defined policy. A common conclusion would be that public policies are concerned with creating public good, looking at processes that determine whatever governments choose to do or not to do. Addressing the interplay between the policy intentions and policy implementation was the central theme in Chapter 4. The policy analysis process comprise of agenda setting, policy formulation, policy adoption, policy implementation, and policy assessment. Other authors indicate an 8 step model that comprises of: issue identification; policy analysis; policy instrument development; consultation (which permeates the entire process); coordination; decision; implementation and evaluation. The following models were discussed: Wissink, Dunn's and the Top-Down as well as the South African approach to policy-making process.

The system model to policy-making is useful in trying to link the policy process with a political system. This policy model makes provision for the influence of environment on the political policy process as well as the policy-making environment. This approach to policy-making comprises the following elements: policy inputs, policy conversion, policy outputs and policy feedback.

The policy conversion which comprises of consideration and decision-making processes, demands that the political context in which the policy is implemented should be infused in the planning. In South African context it would be fair to state that there is increasing integration and globalization of politics, cultures, and economic concerns. In terms of education, the thinking is more in global terms. However, it is also fair to say that as a country we are still thinking in terms of traditional institutions operating in a new global context.

Challenges that South Africa faces in terms of policy development and implementation will always be harder because of the pluralistic nature of our society. The citizens on the other hand expect their leaders to reveal accountability.

The policy implementation process is perceived as a complex political process and not mechanically administrative. To evaluate the effectiveness of policy implementation the 5C protocol is used as a framework within the complex and dynamic political terrain consisting of content, context, commitment, capacity and clients and coalitions. The success of any policy is dependent on the political commitment from the powers that be. If the policy content is not well communicated and the context in which it was

developed, conflict arises. The capacity of the implementers and coalition of government programs and resources are a precondition for successful implementation of social policies.

3. The Objectives of managing the implementation of National Curriculum Statement.

The objectives of implementing the National Curriculum Statement were to try to transform the education system that was practiced prior to 1994. Through the introduction of the National Curriculum the government hoped to design the education system that would reflect a society that will abide by principles of equality; respect of human dignity and respect of human rights; develop a curriculum that is based on and practices principles of democracy; to ensure that teaching and learning be guided by principles and regulations that make it possible for learners to be encouraged to achieve the stated outcomes is assessed in line with policy.

4. Managing implementation.

The objectives of this study were to provide a broad framework within which the National Curriculum Statement and policies that regulate assessment are managed in schools. Managing implementation and how it should be practiced should focus on the paradigmatic shifts towards inclusive education and practices that are consistent with transformation. A critical dimension of this new approach to education should be how educators relate to policies that regulate their practice. In other words, implementation should

be governed by legislation that everyone in education should conform to on the one hand, and simultaneously inculcate in the learners what the National Curriculum Statement envisaged.

Implementation of the curriculum takes places in a classroom. Managing of the implementation should take place at micro level including classroom, school and circuit, at meso-level that involves the district and province and macro level would be the national department. The roles of the national and provincial levels shall be the development of policies and guidelines that regulate the implementation, while the district and provincial levels to some extent would monitor circuits and schools with a view to assisting them with implementation. The conduct and practice of all education provision and the regulation of the conduct of the officials in the implementation of policies should be informed by legislation. This view informed the basis on which the objectives of managing implementation of assessment in the Senior Certificate were formulated.

5. Administration of the National Curriculum Statement

The introduction of the National Curriculum Statement was aimed at addressing the legacy of educational policies that were based on racial lines, by providing education that would produce learners who could cope with changes that were brought about by technology and globalisation; organise and manage themselves through:

- collecting and evaluation of information
- using various modes to communicate effectively

- demonstrate an understanding of the world as a set of related systems
- reflect and explore various strategies that would enable them to participate in national and global economy activities as responsible citizens.

Educators are therefore required to assist learners in learning through the application of the principles that underpin the curriculum. These educators should have the ability to fulfill various roles as indicated in the Norms and Standard for Educators; some of which include being a leader, administrator and manager, a scholar, researcher, assessor, interpreter and designers of Learning Programs and materials.

The activities of educators and officials should be organised in such a way that the education system is able to accomplish the pre-determined objectives of the government organised through various structures.

5.1. Policy implementation in the classroom

New approaches to assessment programs demanded of teachers to employ different assessment procedures, in addressing problems that teachers may not be aware of. The backgrounds of teachers, their training and old practices affect their current practices. As teachers reach out to embrace or invent new instructions, they reach out with their old professional selves, including all the ideas and practices thereof.

When assessment policy implementation is communicated to teachers their past will always have a bearing on the present and they need to be guided to

ensure that a space and place, means and facilities are provided to enable proper implementation of policies to take place. The successful implementation of policies should be aimed at addressing community needs. The implementation is based largely on how well the policy has been interpreted by public managers and their management.

In managing implementation, teachers would try to adhere to and be guided by the supremacy of political authority; public accountability; transparency; consent; democracy in decision-making; fairness and upholding ethical norms and standards. These guidelines regarded as government ethics, would clarify what is regarded as right or wrong. By adherence to these guidelines the teacher shall be able to act professionally, impartially and fairly while remaining effective and efficient in the execution of his/her duties. He will at the same time be accountable for the decisions that are taken even by his subordinates.

5.2. The role of school managers in policy implementation

School principals as public officials are expected to promote the welfare of the society and use the inputs that include human resources, policies, equipments and the environment constraints to produce outputs that would include among others, learning opportunities and better achievements by putting systems in place that would help reduce absenteeism and drop-outs.

The management style of the principal, training and knowledge of the content of the assessment policy as well as the context in which the National Protocol on Recording and Reporting, the National Curriculum Statement

and other policies that regulate assessment and promotion requirements, have a great influence on the implementation process. In the case of the National Curriculum Statement and the National Protocol on Recording and Reporting acceptance of these guidelines and requirements laid down in the two policies were in conflict with the predispositions of educators and school principals.

In the context of this study, the practices of most schools in assessing learners revealed an inclination to the old approach. These tendencies had a negative impact on the management and implementation of policies. Comments such as "this Outcome-Based-Education has failed in other countries, what will make it succeed in this country?" and that "this approach shall produce learners who have certificates but remain illiterate" are ways that indicate the selective perception and purposive opposition to National Curriculum Statement that some school managers pointed out as problematic. Some observations on the new approach include:-

- OBE was not grounded to curriculum change
- OBE undermines the culture of teaching and learning
- OBE escalates the administrative burden
- OBE was an act of political symbolism to create credibility for the ministry of Education.

These comments suggest that some schools have not bought in to the aims and dictates of the new education system and would find implementation of the new approach frustrating.

6. Principles on which the new approach is based.

The National Curriculum Statement is based on 9 principles which underpin theories, content, context and values that should influence the teaching and learning in school. These principles are based on the South African Constitution, Act 108 of 1996 and are embedded in all the subjects which are :-

- Human Rights, inclusivity and environmental and socio-economic justice
- Outcomes-Based-Education
- Integration
- Credibility, quality, efficiency and relevance
- High levels of knowledge and skills for all
- Indigenous knowledge systems
- Social transformation
- Progression
- Articulation and Portability.

The implementation of these principles posses challenges to educators, school principals and support services staff. Some of the challenges are:-

- How to implement some of the principles in a society that is economically unequal.
- How to base teaching on values to a society that has different value systems and beliefs.
- To infuse the principle of social and environmental justice and human rights as defined in the constitution to teaching and learning.

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- To provide educational opportunities for learners who experience barriers to learning and to assist them in achieving the Learning Outcomes.
- To develop assessment tasks that would assess learners at the levels that an educator could say with certainty that the learner has achieved or not achieved, basing his judgment on the Learning Outcomes and Assessment Standard indicated in the task.

7. Determining the standard of attainment.

Learning Outcomes and Assessment Standards should be used as descriptors of what learners ought to know and be able to demonstrate at the end of each grade. Educators are therefore required to understand what assessment is and what the requirements are for assessing learner performance in the National Curriculum Statement. On the other hand, they should be able to use appropriate assessment methods that are related to the developmental stage of learners in order to ensure that assessments could be regarded as fair, reliable and valid.

The National Protocol on Recording and Reporting indicates that educators have a responsibility to assess the progress of learners and to determine whether the expected outcomes have been achieved. Therefore educators are expected to have a sound knowledge of different assessment techniques and be able to record performance of the learner against the assessed tasks. The Protocol on Recording and Reporting standardize the processes of recording and reporting while the subject assessment guidelines suggest pacing and forms of assessment tasks to be used in a particular subject.

To ensure that all Learning Outcomes in a particular subject are assessed, educators are required according to the National Protocol on Recording and Reporting to develop a year-long formal Program of Assessment which will be used by the school to develop a school Assessment. The school would use the annual assessment program to monitor assessment. It is required that educators should record and report on formal assessment tasks once per term to learners, parents, other educators and departments through report cards and schedules.

This means that assessments should form part of teaching and learning processes that should be planned in advance and the process of planning and monitoring should be informed by the following policies and Acts:-

- The South African Constitution Act No. 108 of 1996
- Employment of Educators Act No. 76 of 1998
- South African Schools Act No. 84 of 1996
- Further Education and Training Act No. 98 of 1998
- The National Education Policy Act No. 1996
- The Education White Paper 4
- The South African Qualification Authority
- The National Protocol for Recording and Reporting.

These Acts and policies formed the basis for the empirical data.

8. Empirical research

Data in this section was collected through the use of a questionnaire, perusal of documents and interviews with principals and heads of departments.

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8.1. **Questionnaire**.

Knowledge of the policies and Acts that regulate the educational practice is critical in the management and implementation of the National Curriculum Statement. From the data collected from the research questionnaire it is evident that a majority of educators and school principals are aware of the regulations that regulate their trade. Most educators and school principals indicated that they have sufficient knowledge of the policies required to implement the National Curriculum Statement and are aware of what is required of them in the new approach. Educators stated that they were clear on the contents of the Subject Assessment Guidelines and the tasks required for assessing learners in the subjects they were teaching.

The majority of respondents indicated through their responses that they are able to develop tasks for assessment and are able to give feedback to learners as required in the National Protocol on Recording and Reporting.

8.2. Interviews

Questions used for interviews were based on the requirements of the National Protocol on Recording and Reporting and assessment policies as well as documents that were supposed to be used by educators at schools for teaching and assessment. Despite that fact the respondents in the questionnaire indicated that they had knowledge of the requirements for assessing learner performance, and that they have the necessary ability to use the policy documents. Data from the interviews revealed a contrary view which pointed to the following:-

- Schools did not develop annual programs of assessment.
- Learners were not provided with annual assessment plans.
- Educators did not develop programs of assessment for the subjects they were teaching.

Assessment tasks used to assess learner performance were not quality assured by the head of department and/or schools principals prior to their administration.

- Learners' scripts were not remarked by school principals or a designated person to ensure validity of the marks. Evidence of moderation was that of district moderating teams only.

Educators had copies of the Subject Statement and Assessment Guidelines which they did not use to develop lesson plans and assessment tasks. All the principals interviewed did, but did not have copies of the National Protocol on Recording and Reporting. The conclusion reached was that the assessment policy was not correctly implemented.

The provincial guidelines require that educators should indicate the Learning Outcomes and Assessment Standards on the tasks that are given to learners to assist principals in quality assuring and controlling the work. From the tasks submitted it was found that neither the Learning Outcomes nor the Assessment Standards were indicated. This affected the monitoring and moderation process since the moderator would not be in a position to ascertain whether the task was linked to the relevant Assessment Standard. It was indicated that lack of subject specialists in certain subjects, the lack of clear assessment guidelines as well as overload were some of the factors that contributed to poor implementation and not a lack of knowledge.

Conclusions reached regarding managing implementation of assessment policies in further education and training bands are:

- There was no evidence that educators' knowledge assessment policy was translated into classroom practice.
- Failure to implement could be due to lack of clear understanding of what the requirements are, despite strong rhetoric to the policy content.
- Educators might still be convinced that the old practices were best and that the new approach could be confusing.
- That tests and examinations may be more reliable instruments to evaluate learner performance than the alternative requirements in the new approach.
- Educators might not be able to reconcile their own classroom practices and beliefs with the stated Learning Outcomes and Assessment Standards.

From the empirical study it was evident that only 19, 6% of respondents were 38 years old or younger while a majority of respondents were 46 years and older. Their training, knowledge, value systems, attitudes and experiences where shaped by the types of training received. This will include on average twenty-four years of formal training and more than ten years teaching experience in the old tradition. The approach then was based on the perception that learners were passive recipients of information and that educators were expected to master and deliver content. Assessment was meant to determine the amount of rote learning where learners were expected to reproduce by memory, content from text books.

On the other hand the new approach requires educators to be facilitators of learning, designers of Learning Programs, evaluators, assessors and motivators to learners, where learners are central to learning and teaching is guided by outcomes to be achieved. These new roles created challenges in teaching and assessing learners. This required changes in the assessment practices and management thereof. However, the practice project by respondents was a desire to resort to something that could offer a sense of security. That security was the experiences and practices of the past, the teaching, testing and examining in such a way that would have ensured coverage of the syllabus as opposed to helping learners achieve the Learning Outcomes.

It was indicated that the new approach involves a lot of paper work; planning that was time consuming; assessment that is complicated and compilation of continuous assessment portfolios that is confusing and complicated; tasks and projects which were foreign to learners and that the support system was lacking in many respects. These arguments raised and the structural organisation of the school could have been factors that influenced the unsuccessful implementation of the policy.

9. **The structural frame in which the school exists**

The school as an organisational structure should focus on the achievement of goals through utilisation of human resources. Organisations exist to serve needs of society while the needs of workers in the organisation are addressed in order to reduce conflicts that may arise.

The empirical study indicated that educators were overloaded because of:

- Most educators who were employed on a temporary basis had their contracts terminated.
- There were movements of educators from one school to the other due to promotions. Most educators who were teaching key subjects got promotional posts in primary schools which resulted in the loss of educators.
- The movement of educators created a gap that had to be filled by those educators remaining at the school. This arrangement influenced quality of teaching, learning and assessing because some educators were required to handle subjects that they did not have sufficient knowledge of.
- Temporary educators were supposed to be mentored. This created an added burden to the meager resources.

The environment in which educators worked contributed to their ability to implement the new forms of assessment. In addition to a structural frame, educators in their pastoral role were expected to address:

- high rate of absenteeism among learners
- refusal to complete assessment tasks
- lack of learning material
- Socio–economic problems which compromise the time to implement policy.

The external environments in which schools operate had added problems which included the low literacy level of parents who were expected to assist their children' with school work. Some families were headed by learners and

were not supervised by an adult at home. These factors contributed to the amount of parental support (or lack thereof) in ensuring that learners complete informal tasks and engage themselves in assessment activities like projects, research and assignments which require independent and out of classroom activities that were expected of them in the new approach.

9.1. Support services

The support structures from both provincial and district officials could have contributed to the superficial understanding of policy and implementation. Training and support provided to educators on curriculum issues was inadequate. The lack of school-based monitoring and support could have had an influence on how implementation took place. Educators were not held accountable for not implementing policy.

Some school principals might not have been trained on the National Curriculum Statement. This compromised their ability to offer support and to control what educators were expected to do when teaching and assessing learners. Most school principals still expected their educators to conduct fortnightly tests and to submit daily lesson plans that were structured in the old approach. This practice was in contradiction to policy as learners were required to do other tasks included in the Continuous Assessment Portfolios. The pen and paper assessment forms were favoured as it could help predict how learners would perform at the end of the year and this type of assessment was much easier to administer and control. School principals felt comfortable dealing with what was familiar and could be managed with certainty.

10. General remarks

- The purpose of evaluation is to assist the manager to make informed decisions and to ensure that there is proper accountability for action it takes.
- Management and control of teaching and assessing should be aimed at enabling educators to adapt and manage their educational responsibility through updating their knowledge on policies that regulate their practice.
- The type of leadership at school and the environmental factors influence the success of implementing policies.

When comparing the responses on the questionnaire with data collected from observations and interviews, it was evident that the understanding of policy was superficial or there was non-compliance to policy. The training that schools received on the National curriculum Statement was not sufficient to enable educators to handle the contextual challenges that had a profound influence on their ability to implement the new policy.

The subject allocation influenced implementation negatively because some educators were allocated subjects that they were not trained on, and the support given was not sufficient to enable these educators to handle content and develop assessment tasks with confidence. Principal's limited knowledge of the policy compromised their ability to monitor and control work done by their subordinates.

It could be concluded that there are varied interpretation of assessment policy and guidelines which would lead to various shades and wide range of disparity in policy implementation. Management of assessment is dependent on knowledge and content, context, commitment and capacity of those who have to implement the programme. The context in which the assessment policy was crafted had a great influence on the content and models used in developing such policy.

11. Obstacles encountered

The following factors lead to the limitations in the empirical study:

- The researcher experienced a few problems in some schools regarding the completion of the questionnaire. Schools indicated that some educators were either deployed to other schools, promoted. For those who were on temporal positions had their contracts terminated. Some schools were understaffed and regarded the completion of the questionnaire as an add-on to their workload and did not return the questionnaire, while others left certain sections incomplete.
- Some questionnaires were returned without being completed.
- Some questionnaires were not returned at all.

12. Recommendations

From the research results some topics for further investigation were apparent.

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- The role of principals as managers in the training of a subordinate on policy implementation.
- A qualitative investigation to determine the attitude of educators to the National Curriculum Statement and assessment policies.
- The influence of officials in the department of Education on the implementation of National Curriculum Statement in schools.
- An analysis of the impact of the National Protocol on Recording and Reporting on learner performance.
- An investigation on the type of developmental strategies to empower educators on policies regulating their practice.

13. Concluding Remarks

Chapter 1 provided a general orientation to the study.

Chapter 2 described the research methodology and motivated the choice of method and measuring instruments used.

Chapter 3 concentrated on theoretical public administration framework.

Chapter 4 provided an overview of public policies analysis.

Chapter 5 was devoted to National Curriculum statement and assessment policies.

Chapter 6 was devoted to data analysis

Chapter 7 discussed summary, general remarks, recommendations for further study, obstacles encountered and concluding remarks.

14. Conclusion

The purpose of this study was on managing the implementation of assessment policy in the Further Education Training Band particularly in public schools. The research study revealed that there were a number of challenges around this new curriculum policy and the implementation process. Some of these included leadership provided by school managers, improvement on the resources including human and in-service training programs for teachers to assist them in policy implementation and other related issues.

The successful and effective policy implementation and management of assessment would depend on dedication and collaboration among stakeholders. The environmental factors and the mindsets of all stakeholders should be changed to create opportunities to embrace new developments. The aims of the new approach should be to provide learners with knowledge and skills that would enable them to cope economically, socially and politically in the 21st century and to develop qualities in these learners that would help them participate in their society both nationally and internationally. Education in the context of the South African political landscape should be aimed at strengthening of the society and its democracy and preparing learners for life beyond the classroom. The curriculum should be based on high quality of teaching and learning that is governed by principles of equity, social justice, and freedom of expression and shared common goals.

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Therefore learning should encourage engagement and motivate learners to take initiatives and remain flexible and accommodative of the diverse needs of the learners. This will require educators to manage the process of teaching and learning and be able to assess; record and report evidence of learner performance in a fair, valid and reliable manner guided by rules, regulations, Acts and policies that are applicable to the education system in the country. "**Policy is determined by politicians and implemented by officials."**

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ADDENDUMS

I. The questionnaire
II. The letter of request
III. Letter from the district office

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UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

QUESTIONNAIRE

Thank you for taking time to assist in this Doctoral Thesis study. The survey should take only TEN minutes to complete. Your answers shall be treated confidentially. Please take a moment to read through the consent below.

University of Pretoria

FACULTY OF ECONOMICS AND MANAGEMENT SCIENCES UNIVERSITY OF PRETORIA

Title of the study

‘’Managing Implementation of the Assessment Policy in the Senior Certificate Band"

Research conducted by: MALULEKE SAMUEL MASELESELE(25223438)
Cell number 0834559236

Dear respondent.

You are invited to participate in an academic study conducted by **MALULEKE SAMUEL MASELESELE**, a PhD student from the **Faculty of Economics and Management Science at the University of Pretoria**.

The purpose of the study is:

1. To evaluate how assessment policies are implemented in school
2. How assessment in the context of the National Curriculum Statement is managed.
3. To determine how National Curriculum Statement is managed.

Please note the following:

The targeted participants are grade 10, 11 and 12 educators;

- Your participation in this study is very important to me. However, you may choose not to participate, and you may also stop participating at any point in time without any negative consequences.
- Your responses are completely anonymous and confidential. The research outcomes and report will not include reference to any individual. The compiler of this questionnaire will have the sole ownership of the completed questionnaires and undertake responsibility to destroy them at the end of a stipulated time as shall be determined by the Ethics Committee after the completion of the study.
- The results of the study shall be used for academic purpose only and may be published in an academic journal. A summary of my findings could be provided to you on request.

Should you have any comments or queries regarding this study, please feel free to contact my supervisor Prof. P A Brynard on telephone number 012 420 3403.

Please indicate your choice to participate by ticking in the appropriate box

ACCEPTANCE □ DO NOT ACCEPT □

SECTION A: PERSONAL INFORMATION

[PLEASE TICK (√) THE APPROPRIATE BOX ONLY]

1. In which age group do you classify yourself?

①	21 – 25	④	36 – 40	⑦	51 - 55
②	26 – 30	⑤	41 – 45	⑧	56 - 60
③	31 - 35	⑥	46 – 50	⑨	Above 60

2. Gender

① Male ② Female

3. Qualification.

What is your highest qualification?

① Grade 12
② Grade 12 and a teachers' diploma
③ Degree
④ Degree plus a teachers' certificate
⑤ Other post grade qualifications. (Please specify_____

4. Please indicate the subject(s) that you are offering in grade 10 and/or 11.

1. _____; 5. _____
2. _____. 6. _____
3. _____; 7. _____
4. _____; 8. _____

5. Please indicate your highest qualification in subject(s) you listed in 4 above.

1. _____; 5. _____
2. _____; 6. _____
3. _____; 7. _____
4. _____; 8. _____

BESTPFE.COM
List of research project topics and materials

6. Please indicate your position in the school's organizational structure.

① School Principal/Deputy Principal. (2) Head of Department/ Senior Educator

③ Educator

SECTION B

Please read the following statements carefully and rate your awareness of the following policy issues on a scale of 1 -4 for each category.

Please TICK (√) in the appropriate box against each statement to indicate your rating, where
1 = No idea; 2 = Not Clear; 3 = Clear Understanding; 4 = Excellent Understanding

No 1	**Awareness of Documents**	**Ratings**			
1.	The Constitution of South Africa of 1996	1	2	3	4
2	National Education Policy Act 1996	1	2	3	4
3.	National Protocol on Recording and Reporting	1	2	3	4
4.	Assessment Policy Regulation 1718 of 1998	1	2	3	4
5.	General and Further Education and Training Quality Assurance Council.	1	2	3	4
6.	South African Schools Act 84 of 1996	1	2	3	4
7.	National Education Policy Act No. 27 of 1996	1	2	3	4
8.	Language in Educational Policy	1	2	3	4
9.	Subject Assessment Guidelines	1	2	3	4
10.	Learning Programme Guidelines	1	2	3	4
11.	Programme of Assessment	1	2	3	4
12.	Annual Programme of Assessment	1	2	3	4
13.	National Senior Certificate: A qualification at level 4 on the National Qualification Framework (NOF)	1	2	3	4
14.	Subject Statement	1	2	3	4
15.	South African Qualification Authority Act 1995	1	2	3	4
16	Employment of Educators Act No. 76 of 1998	1	2	3	4

Please read the following statements carefully and indicate which Policy document/Act addresses the statement

Please TICK (√) in the appropriate box against each statement to indicate the document/Act, where

1 = The Constitution of South Africa; **5 = Protocol on Recording and Reporting;**

2 = South African Schools Act; **6 = The National Education Policy Act;**

3 = Employment of Educators Act; **7 = Government Gazette on Assessment**

4 = South African Qualification Authority Act; **8 = Further Education and Training Act**

No.	Uses of Documents	Acts and Policies								Have no Idea
17	This document ensures that all South African are Provided the opportunity for life long learning.	1	2	3	4	5	6	7	8	9
18.	It determines Norms and Standards for educators.	1	2	3	4	5	6	7	8	9
19.	One objective of this Act is to monitor and evaluate Education provision in the FET band.	1	2	3	4	5	6	7	8	9
20.	The Act compels parent to cause their children under the age of 15 to attend school up to Grade 9.	1	2	3	4	5	6	7	8	9
21.	This document indicates the requirements for formal recorded assessment for Grades 10-12.	1	2	3	4	5	6	7	8	9
22.	It indicates that schools should provide an annual assessment plan to learners and parents in the first term.	1	2	3	4	5	6	7	8	9
23.	It provides a framework for assessment and qualification for all Public and private schools in South Africa.	1	2	3	4	5	6	7	8	9
24.	This Act provides the Principles for recording and reporting.	1	2	3	4	5	6	7	8	9
25.	It describes the regulations, rules and provisions for the award of the National Senior Certificate at Level 4 of the NQF.	1	2	3	4	5	6	7	8	9
26.	It requires that Education and Training Qualification Assurance bodies be established to monitor and audit achievements in terms of national standards and qualifications	1	2	3	4	5	6	7	8	9

Please read the following statement carefully and rate the support received on NCS on a scale of 1- 4 for each category

Please TICK (√) in the appropriate box against each statement to indicate your rating where

1 = Poor; 2 = Inadequate; 3 = Adequate; 4 = Very good

No. 2	**Support by District Curriculum Support Services pertaining to training and development**	**Ratings**			
27.	Training on NCS provided specific guidance on how to implement the new approach in classroom.	1	2	3	4
28.	Support given provides the necessary information that could be used in assessing learners performance at school.	1	2	3	4
29.	School visit by Curriculum Advisors helped clarify problems areas.	1	2	3	4
30.	Assessment principles and policies were broadly Explained /clarified.	1	2	3	4
31.	Updates and inform us about policies that impact on assessment activities.	1	2	3	4
32.	Department training workshops where in line with departmental objectives and are supported by school.	1	2	3	4
33.	Regulations sets realistic deadlines to cover all LO & AS.	1	2	3	4
34.	School assessment policies complement National policies	1	2	3	4
35.	School system provides room for the assessment activities that are in line with National policies	1	2	3	4
36.	Time tabling enables you to have sufficient time to cover all learning Outcomes	1	2	3	4
37.	Schools provides staff an opportunity to contribute to Assessment/test time table	1	2	3	4

SECTION C

Please read the following statement carefully and rate your skills on a scale of 1- 4 for each category where:

1 = Not clear 2 = Need help 3 = Clear 4= Excellent

	I AM ABLE TO; I HAVE KNOWLEDGE OF:-	**Ratings**			
38	Evaluate and provide feedback to all learners on assessment.	1	2	3	4
39.	What to record against	1	2	3	4
40.	What to report on after assessing learners.	1	2	3	4
41.	Relevant assessment tasks for the subject(s) I teach	1	2	3	4
42.	Develop assessment programme for the subject(s) I teach	1	2	3	4
43.	Develop assessment activities and tasks based on Learning Outcom & Assessment Standards for the subject(s) I teach.	1	2	3	4
44.	Determine the content and context for the subject from the Subject Statement.	1	2	3	4
45.	What the Subject Assessment Guidelines provide in order to assess learners	1	2	3	4
46.	Develop an Annual Programme of Assessment	1	2	3	4
47.	Conditions that guide schools to retaining learners in a grade.	1	2	3	4
48.	Procedures to be followed when a learner should be retained in the grade.	1	2	3	4
49.	What information to include in the Programme of Assessment	1	2	3	4

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UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Limpopo
PROVINCIAL GOVERNMENT

Private Bag X578
GIYANI
0826
Tel.: (015) 812 1911
Fax.: (015) 812 3412
(015) 812 3692

REF: 25223438
ENQ: MAFAFO V.
TEL: 015 812 1911
CELL: 084 392 4561

01 OCTOBER 2007

MR.SM MALULEKE
P.O BOX 1081
ELIM HOSPITAL
0960

REQUEST TO CONDUCT RESEARCH IN THE MOPANI DISTRICT: YOURSELF.

1. I hereby acknowledge the receipt of your letter dated 26 September 2007 i.r.o the abovementioned matter.

2. Your request to conduct research in the Mopani District has been approved on condition it does not interfere with the smooth running of school activities

3. Your understanding is always appreciated.

DISTRICT SENIOR MANAGER: MOPANI EDUCATION

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

P. O. Box 1081
Elin Hospital
0860
26 September 2007

The Head of Department
Limpopo Department of Education
Private Bag X
Polokwane
0700

Sir/Madam

Request to conduct a research in the Mopani District

I am a registered student with the University of Pretoria for a PhD Degree in Public Affairs in the Faculty of Economic and Management Sciences. I would request permission to conduct a research in the Mopani District.

The focus area is the grade 10 and 11 schools which were supposed to implement NCS during 2006. Educators shall be requested to fill a questionnaire that shall be used to generate data. Records used for assessment shall be requested to assist in the triangulation of data generated.

The objectives of the study are to evaluate how assessment in the NCS is managed .It is hoped that the information gathered shall be shared with the different stake holders in the education system.

Should you have queries concerning my registration please contact my supervisor Professor P A Brynard at (012) 420 3403, fax (012) 362 5365

Yours truly,

Maluleke SM (Student No 25223438)