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.

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

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.

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.

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.

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.