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RESEARCH PROBLEM AND RESEARCH DESIGN

1.1 INTRODUCTION

This research is an attempt to devise a model for public policy implementation within the Republic of South Africa. In particular, this thesis considers ways and means that can be followed in implementing outcomes-based education. Its focus is futuristic in the sense that it would serve as a guide in as far as public policy implementation is concerned. Seen from another perspective, this thesis is an attempt to identify and put in place tools that could enhance the chances of successful public policy implementation with limited resources and within a predetermined period.

In order to identify which factors play a dominant role in public policy implementation, especially outcomes-based education, it is necessary to examine and investigate public policy and policy analysis, outcomes-based education policy as well as an implementation model for outcomes-based education. The nature of this study dictates that the research procedure relies heavily on relevant literature study.

Information gained from literature study is essential as it helps to identify the steps to be followed in public policy implementation. Furthermore, it gives insight into what public policy actually is, and the nature and character of outcomes-based education policy. Moreover, it assists in identifying the determinants or essential ingredients of a model for public policy implementation.

1.2 INTRODUCTORY OVERVIEW

Implementation of outcomes-based education policy necessitated curriculum implementation. It is a known fact that the implementation of any curriculum involves a number of risks. However, regardless of the risks involved, there is general agreement that

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curriculum transformation is an imperative for quality education (Department of Education, 2002:1). This view was further expressed by the Minister of Education, Prof. Kader Asmal (1999 to 2004), when he stated that ensuring the success of active learning through outcomes-based education by developing and implementing a curriculum which reflects the values of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996), which promotes the highest possible academic standards. Furthermore, the vision of Curriculum 2005, which embodies the vision for general education to move away from rote model of learning and teaching to a liberating, nation-building and learner-centred outcomes-based initiative (Department of Education, 2003:iii, 2). Hence, policy implementation and policy analysis are central to any change of a country's system of education.

Public policy-making does not end with the passing of a legislation. It culminates in policy implementation, which involves all of the activities designed to carry out the policies enacted by the legislature (Dye, 1995:312). Henry (2001:295) concurs with Dye (1995:312) when he states that implementation is the execution and delivery of public policies by organisations or arrangements among organisations. That is, the translation of public policy into activities that would address identified public problems. In this regard, the South African challenge concerned the poor quality of education and an undemocratic system of education. To address these ills, a need was felt for an outcomes-based education policy and its implementation as described in paragraphs 1.6 *infra* and 3.6 *infra*.

According to Hanekom (1992:71), the policy analyst should –

- ❖ be provided with policy-relevant information, as far as possible without constraints;
- ❖ be conversant with the history and peculiarities of the policy he/she is analysing;
- ❖ bear in mind that good policy analysis is a rigorous dissection of information and entails the application of the scientific model of enquiry (what, where, when, by whom, how and why);

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- ❖ remember that a multidisciplinary approach, incorporating different skills and different disciplines working together, is always more fruitful than attacking policy problems from a single perspective;
- ❖ not be a passive, disinterested researcher; he/she must articulate his/her findings, which implicitly entails the articulation of his/her opinion, projecting him/her into the arena of perspective policy analysis.

After identifying the duties, responsibilities, challenges and expectations of the policy analyst, it is prudent to explore a few definitions of policy analysis. According to Dunn (1981:35), policy analysis is an applied social science discipline which uses various methods of enquiry and argument to generate and change policy-relevant information that may be used in political settings to resolve specific social problems or issues. MacRae and Wilde (1985:4) raise another dimension of policy analysis when they state that it is the use of reason and evidence to choose the best policy from among a number of alternatives. A definition of policy analysis which is more comprehensive and descriptive is provided by Quade (1975:4), which is that “any type of analysis that produces and presents information in such a way as to improve the basis for policy-makers to make informed decisions. The word *analysis* is used in its most general sense; it implies the use of intuition and judgement and encompasses not only the examination of policy by decomposition and replacement of its components by alternatives. The activities involved may range from research into an anticipated issue or problem to evaluation of a completed programme. Some policy analyses are informal, involving nothing more than hard and careful thinking whereas others require extensive data gathering and elaborate calculation employing sophisticated mathematical processes.”

Knowledge gained from policy analysis theory and practice is crucial for successful implementation of any public policy. It asserts in giving insight into intricacies and complexities of public policy; thereby indicating possible choices of alternatives and the necessary and sufficient conditions required for successful policy implementation. This approach is essential because it gives public policy-implementors confidence and

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support so that they can embark upon the task of policy implementation with vigour and verve. Moreover, it reduces costs and saves time and money; because information provided by policy analysis makes strategic planning possible.

The dawn of the new democratic South Africa brought along with it serious challenges, especially in the areas of policy implementation and public policy analysis. This change of philosophy necessitated enactments by the South African Parliament on an unprecedented scale. Although change was experienced in all spheres of life, this thesis is concentrated on education. The Department of Education generated numerous bills to be considered by Parliament with a high frequency. This called for thorough planning which can only be provided by the techniques of public policy analysis. Hence, the importance of the policy implementation and analysis which could not be overemphasised in this research project.

Central to the success of any public policy implementation are political consciousness and public participation. Public policies are about people who aim at improving their living conditions. It is essential to involve the public throughout the policy-making process. Policy analysis should provide a clearer picture of how, when and why the public should be involved. This is required for selection of a satisfactory policy. According to Dye (1995:28), in order to enhance the chances of public policy implementation, policy makers must –

- ❖ know all the society's value preferences and their relative weights;
- ❖ know all the policy alternatives available;
- ❖ know all the consequences of each policy alternative;
- ❖ calculate the ratio of benefits to costs for each policy alternative;
- ❖ select the most feasible policy.

This rationality assumes that the value preferences of society as a whole is known and weighted. That is, there must be a complete understanding of societal values.

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Although the aim of this study is to establish ways and means of implementing outcomes-based education policy timeously, cost-effectively and accommodating the concerns and desires of people, it will also provide a model of how future public policies could be applied. It is this futuristic component of the aim of this study that would serve as an invaluable contribution to public policy implementation. The proposed model should not exclusively be relevant for the Department of Education, but could also be useful for other departments and public institutions.

1.3 FRAME OF REFERENCE

Public policy and policy analysis are central in this research project. It was imperative to understand the policy directives in order to understand the purpose of the public policy. This information will provide a deeper understanding of the policy-making process by roleplayers who will be involved either as policy-makers, policy-implementors or beneficiaries. Such information also makes planning possible to cope with public problems. In this context, the information will contribute to a better understanding of outcomes-based education policy and how it should be implemented.

Apart from public policy and policy analysis, it is necessary to explain salient features of outcomes-based education, such as policy directives, implementation activities of both learners and facilitators, curriculum and assessment. These matters spell out the nature and character of the policy at hand and the requirements for successful policy implementation.

As the focus of the thesis is on successful implementation of outcomes-based education it is crucial to discuss relevant public administration determinants/modalities. For instance, public policy entails provision of personnel, financing, organising, procedural directives and control including rendering account. These functions are the foundation for the implementation of outcomes-based education. Furthermore, monitoring and evaluation are necessary to ensure that implementation of the policy is on the right course and will yield desired outcomes.

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In order to understand the relevancy of the discipline Public Administration in educational institutions, it is essential to explain the practical environment in which public officials function. That is, Public Administration is not only concerned with the description and explanation of public institutions, but is also concerned with the study of universally acceptable principles and phenomena. Knowledge gained from studying this discipline provides a framework for the development of principles according to which administrative and managerial practices can be undertaken on any sphere of government and within any government institution (Botes & Roux, 1996:258).

The Department of Education is a government institution which functions within the framework of public administration. All its activities, including the formulation, adoption, implementation, monitoring and evaluation of policies, are performed in accordance with the generic administrative functions. Hence, the implementation of outcomes-based education policy takes place within the public administration guidelines. Stated differently, the study of Public Administration can influence the development of education in general, and the implementation of outcomes-based education policy in particular.

1.4 OBJECTIVE OF STUDY AND PROBLEM STATEMENT

Objective and problem statement of a research project serve related purposes as a compass to a navigator and a road map to an automobile driver. It is imperative to determine, right from the onset, what the objective of the thesis is and the formulation of an appropriate problem statement which will assist in keeping the research process focused, relevant and to the point. Moreover, it is helpful in the sense that the research will only concentrate on relevant sources of information. To emphasise the value and importance of the objective of study and problem statement, Quade (1989:361) explains that the declaration early in the study of the possible conclusions or recommendations are sometimes regarded as a pitfall. This is in itself a mistake. One should realise that analysis could be an iterative process and that a single cycle of

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formulation, data collection, and model building would be unlikely to give the final answer. Thus the setting of hypotheses and possible conclusions early in the study are essential to guide the study that follows. A set of tentative hypotheses guides the analysis. In addition, it offers concrete indicators for others to probe.

1.4.1 Objective of study

The primary objective of this research is to formulate and implement a scientifically sound model for the purpose of implementing outcomes-based education in such a manner that would save time and money, as well as being cost-effective. The proposed model for public policy implementation for education could be of value to public officials who have to deal with new or modified public policies in government departments as well as other public institutions.

The secondary objectives are twofold. Firstly, the aim of the research is to acknowledge and illuminate the role that policy analysis and the theory and practice of public policy, in general, play in policy implementation. This thesis could thus provide knowledge and skills for public managers who have to determine how to implement a public policy effectively and efficiently to obtain maximum benefits at a reasonable cost.

Secondly, it is crucial to describe the policy to be implemented fully, in unambiguous terms, for full comprehension. It is considered essential to identify and describe extensively the distinguishing features of the study objectives; characteristics that make it different from other public policies. Immediate benefit of this exercise is a deeper understanding of what the policy entails, with the spinoff of enhanced successful implementation. Hence, Chapters 2, 4 and 5 are devoted to the main features of outcomes-based education, which is the subject of this thesis.

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1.4.2 Problem statement

Gay (1989:23) maintains that a well-written statement of a problem in general indicates the variables of interest to the researcher and the specific relationship between the variables that are investigated. The researcher's main task is to formulate a statement that will capture the spirit and action of the research to be undertaken. Pursuant to the central role played by a problem statement in research, Martins, Loubser and Van Wyk (1996:83) state that if the problem is well formulated and the objectives of the research are precisely defined, then the likelihood of designing a research study that will provide the necessary information in an efficient manner is greatly increased. This implies that it is essential that any research project should commence with a clear, unambiguous, concise, precise and comprehensive problem statement that would steer and guide the research process up to its logical conclusion.

After the problem statement has been completed, the next step is the formulation of the problem. What is it that the researcher intends to attain? Tuckman (1987:20) provides the characteristics of a well-formulated problem as follows:

- ❖ It declares the relationship between two or more variables.
- ❖ It states the problem clearly and unambiguously and usually in a question form.
- ❖ It should state the processes to gather data to answer the specific question(s).
- ❖ It should not present a moral or ethical position.

Against the theoretical background of a problem statement it is imperative to relate it to the thesis. The problem could relate to the phenomenon that from time to time a government formulates new public policies to address specific public social problems. In spite of its good intentions, the government could fail to prepare the ground for successful policy implementation. That is, there could be lack of purposeful, focused, and deliberate attempts to train policy implementors and to make the necessary resources available for the successful implementation of the new policy for the distinc-

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tive field. Stated different, and to be relevant to this research, the study is in search of a policy implementation model which could be used to implement any new public policy. In this regard, outcomes-based education policy is used as the subject for this thesis. The appropriate problem statement for this thesis is: “What are the administrative requirements to obtain an outcomes-based education policy to yield desired and expected outcomes?”.

Implementation of outcomes-based education policy did not provide sufficiently for implementation processes. For example, resources were not provided to make the implementation process successful. Above all, stakeholders were not prepared for their different roles during implementation. For example, parents play a pivotal role in the education of their children, but were not trained to fulfil this function. Indeed some parents are illiterate and should have been prepared to at least know about the significant new development.

Lack of financial resources served as an impediment to successful application of outcomes-based education. Some schools are overcrowded and a few have to teach learners under adverse conditions. In fact the problem of lack of suitable classrooms is captured in an article entitled “No more lessons under trees, vows Pandor”. The article states that there are currently 1 781 schools with unacceptable facilities according to the Minister of Education, Naledi Pandor (*Business Day*, 2004:3). Apart from lack of enough classrooms, there is lack of teaching and learning aids in some schools. In some isolated places there is lack of water and electricity. Outcomes-based education dictates that learners should experiment and seek information on their own, but lack of financial resources prohibits successful implementation of this requirement.

Outcomes-based education policy is new in South Africa, but educators did not receive relevant pre-service training to meet the new requirements. Besides, educators' professional qualifications range from certificates, diplomas, advanced certificates in education and postgraduate diplomas. These qualifications require intensive in-service

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education programmes to teach according to outcomes-based education policy. This condition of lack of timeous preparation of educators caused anxiety and frustration for both learners and educators.

From the afore-mentioned statements it can be deduced that lack of sufficiently funded implementation activities contributed to dubious implementation of outcomes-based education policy. The situation was complicated by the insufficient training of all role-players or stakeholders before the public policy was implemented. Hence, the need to search and state an appropriate outcomes-based education policy implementation model.

From the problem statement, it is essential to formulate a hypothesis which reflects the researcher's expectation about the problem at hand. For this study it is that the implementation of a model for outcomes-based education policy will enhance the chances of successful policy implementation – not only in the Department of Education, but also in other government departments as well as other public institutions.

1.5 RESEARCH METHOD AND DESIGN

It is crucial to understand what research methodology is and how it can be conducted. According to Bailey (1990:32), methodology refers to the philosophy of the research process. He continues to state that methodology encompasses every aspect of research in the sense that if one intends cooking or roasting meat one will know which methodology to follow and what steps and ingredients to put together to achieve one's aim. From another perspective, Singleton *et al.* (1988:1) explain research methods as the study of ways of understanding the world. To clarify further research methodology, Brynard and Hanekom (1997:25) explain the strategy for research as follows:

- ❖ Indicate the methods of data collection
- ❖ Indicate techniques for data collection

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- ❖ Indicate strategies to be followed during the research
- ❖ Identify the target population.

In the context of this thesis the method of data collection is mainly from literature, books, periodicals, acts of Parliament, articles in newspapers and circulars and interviewing knowledgeable officials. Therefore the processes of data collection is discussion with experts, reading and interpretation of information acquired.

The strategy followed in this research was collecting of data relating to public policy, policy analysis and implementation of outcomes-based education. Firstly, the aim was to find a solid foundation for research in public administration focused on public policy and policy analysis. Secondly, the objective was to obtain clarity about implementation of outcomes-based education. Thirdly, the principal objective of the study was to find a strategy that would enhance the chances of successful implementation of outcomes-based education policy.

Pursuant to the specific objective of the research focused on the implementation of outcomes-based education the intention was to provide results which could be applied to enhance the chances of successful implementation of policies in other fields. This approach was dealt with by Brynard and Hanekom (1997:1), that scientific knowledge could be used to determine the general applicability of aims, as well as the efficient utilisation of resources.

1.6 DEFINITION OF KEY CONCEPTS

To avoid misunderstanding and to promote common understanding it is necessary to define key concepts used in this research. Most of the definitions come from dictionaries with the emphasis on the shade of meaning that is relevant to the context within the thesis. However, some of the definitions and statements are based on independent arguments of the researcher.

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The concept *administration* refers to all those processes that contribute to the successful implementation of a public policy which is both a mechanical as well as a scientific enterprise. Administration focuses on how to perform a function as well as selection of the best ways to accomplish a predetermined objective. The best procedures are those that are cost-effective and do the job within the shortest possible time without changing the initial policy (Morrow, 1980:1-2). Taking the meaning of the concept administration further, Sherwood (in Eddy, 1983:51) states that administration implies that leaders in government, like in the private sector, have the capacity to make things happen. Consequently, these are similarities in the managerial tasks of both public and private sectors, which is to get groups of employees to work together collaboratively, especially in instances where assignments or tasks could not be performed individually. In the context of the research, administration refers to the administration of the implementation of the outcomes-based education policy.

Assessment, according to Hanks (1983:86), means the act of assessing, orally or in writing, the comprehension of learners about what they learnt on their own or what they were taught. Assessment may be done by the learner himself/herself, groups of learners as well as facilitators. Unlike in the past where assessment took place mainly at the end of a month, quarter, half-yearly or annually, outcomes-based education advocates continuous assessment as the lesson progresses. In addition, assessment may take various forms for different purposes. Furthermore, the concept is explained in detail in Chapter 5, section 5.3.

Constitution means the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996).

Critique, according to Thompson (1995:319), means a critical analysis. In the context of the research critique refers to the critical analysis of public policy and policy analysis which are distinctive features of outcomes-based education.

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Curriculum means subjects that are studied or prescribed for study in a school or any programme of activities (Thompson, 1995:330). The concept is further described in Chapter 5, section 5.2. In the context of this thesis curriculum is much broader in meaning. It encompasses subjects that are prescribed and studied in a school as well as all the activities that the school prescribes for the learners to participate in; for example, sport.

Directive means a general instruction from one in authority or empowered to direct (Thompson, 1995:382). Barnhart and Barnhart (1992:594) explain the concept as an order or an instruction telling what to do, how to do, or where to go. Hornby (2000:353) concurs with the aforementioned explanations of the concept when stating that it is an official instruction. In this thesis directives refer to written authoritative instructions relating to the formulation and implementation of outcomes-based education. These directives could be acts of Parliament, rules and regulations, as well as circulars and commands from either the national or provincial government.

Education means the act or process of educating or being educated; systematic instruction; or development of character or mental powers (Thompson, 1995:431). Barnhart and Barnhart (1992:670) explain education as the development of knowledge, skill, ability, or character by teaching, training, study or experience. Tullock (1996) agrees with these explanations when she states that education is systematic instruction or development of character and mental powers. Hornby (2000:401) concurs with the aforementioned explanations and contextualises the concept when stating that education is a process of teaching, training and learning, especially in schools or colleges, to improve knowledge and develop skills. In this thesis education is used in a much broader sense; it includes all the above given shades of meaning as well as other consequences of the peculiar system of education country-wide.

Educator means someone who gives intellectual, moral, and social instruction especially to a child, or someone who provides education (Thompson, 1995:431). The concept is

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further elucidated in Chapter 4, section 4.7. In this thesis the meaning of the word is retained.

Evaluation means assessment or appraisal (Thompson, 1995:466). This concept is explained in detail in Chapter 3, section 3.9. In this thesis evaluation refers specifically to the assessment of a public policy. The intention of evaluation is to determine whether a public policy addresses satisfactorily or otherwise an identified public matter.

Facilitator means someone who makes a concept easy or less difficult to understand (Thompson, 1995:482). Hornby (2000:449) describes a facilitator as a person who helps somebody to do something more easily by discussing problems or giving advice rather than telling them what to do. Tullock (1996:529) concurs with this description when stating that a facilitator is someone who makes something easy or less difficult or more easily achieved. In this thesis facilitator refers to the teacher. He/she is called the facilitator because his/her role has changed from giving learners information to guiding learners to seek for information themselves. The term *facilitator* is more appropriate within outcomes-based education because the role of the teacher is to make teaching and learning easy or less difficult or a pleasurable experience by learners.

Impact means the action of one body coming forcibly into contact with another; an effect or influence especially when strong (Thompson, 1995:679). The concept is further explained in Chapter 3, subsection 3.9.9. In this thesis impact refers specifically to the influence of a public policy to an identified public problem. That is, the consequences that follows after implementing a policy, which may be positive – if it addresses the public problem satisfactorily, or negative – if it fails to address the problem and produces harmful effects to the target group or audience.

Implementation means performance of an obligation; put a decision or plan into effect (Thompson, 1995:681). The concept is further explained in detail in Chapter 3, section 3.7. In this thesis implementation refers to putting a public policy, which is government

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decision, into effect. In this regard it refers to implementing outcomes-based education policy.

Learner means a person who is learning a subject or skills; a person who is learning to drive a motor vehicle and has not yet passed a driving test (Thompson, 1995:774). Hornby (2000:731) explains a learner as a person who is finding out about a subject or how to do something. Tullock (1996:868) concurs with the aforementioned explanation when stating that a learner is a person who is learning a subject or a skill. In this thesis learner refers to a person who is learning both a subject and skills because in outcomes-based education learners learn knowledge, skills and attitudes.

Learning means knowledge acquired by study (Thompson, 1995:774). The concept is further explained in Chapter 4, section 4.7. In this thesis this is also the meaning of learning.

Management means the process of managing or being managed; the action of managing; the professional administration of business concerns, public undertakings, etc.; people engaged in this; or the governing body (Thompson, 1995:774). According to Wamsley and Zald (in Eddy, 1983:505-506), management aims at securing the maximum prosperity of the employer, coupled with the maximum prosperity of each employee. They emphasised the sociological and psychological aspects of management when they stated that management is about making orders. From another perspective, Thornhill and Hanekom (1995:13) maintain that management consists of a number of functions or groups of functions. It is also concerned with directing activities of an institution. Therefore, management is mainly concerned about people. In fact, no institution can function without personnel and it cannot succeed unless it is provided with motivated personnel who is willing to work. It is the responsibility of the leaders of the personnel to motivate them to work. Management is not synonymous to administration. In fact, management in the public sector is an aspect of administration which focuses on the utilisation of resources. Therefore, administration is a much wider

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or a broader concept compared to management (Hanekom, in Thornhill & Hanekom, 1995:14). In this thesis management refers to the act of managing the affairs of the public within a state organ or institution. In this context it refers to the management of educational matters.

Methods means a special form of procedure especially in any branch of mental activity; the orderly arrangement of ideas; or a scheme of classification (Thompson, 1995:857).

The concept is described in detail in Chapter 4, section 4.5. In this thesis it refers to special form of teaching learners a subject or unit of a learning area. There are different methods that are used to teach learners.

Model means a representation of three dimensions of an existing person or thing or of a proposed structure, especially on a smaller scale; or a simplified description of a system, etc. to assist calculations and predictions; or a person or thing used, or for use, as an example to copy or imitate (Thompson, 1995:875). The concept is further explained in Chapter 6, section 6.6. In this thesis model refers to a ready-made or predetermined plan or strategy to be followed when implementing outcomes-based education. This strategy is of such a nature that it can be applied to other public policies in all spheres of government and in all public institutions.

Monitoring is one of the stages of the policy process. The concept is explained in detail in Chapter 3, section 3.6.

Multiculturalism means relating to or constituting several cultural or ethnic groups within a society (Thompson, 1995:893). The concept is further explained in Chapter 4, section 4.3. In this thesis this word is used as it is explained in the dictionary. It refers to the different cultures that are found in the classrooms in South Africa.

Objective means something sought or aimed at (Thompson, 1995:938). Barnhart and Barnhart (1992:1432) explain objective as something aimed at or goal or aim. Hornby

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(2000:873) agrees with the above explanation when stating that an objective is something that someone is trying to achieve. In this thesis it refers to what the lesson is aiming to achieve.

Organisation means an organised body, especially a business, government department, charity and such like institutions (Thompson, 1995:961). Calburn (1977:191) explains organisation as the framing and marshalling of methods to perform functions, be they private or public. From another viewpoint, organisation is seen as an open system. As a system, it uses raw materials from the environment and converts them into finished products or services by utilising specific processes. Thereafter the organisation delivers these products or services back to the environment. The environment is endowed with resources – people, material, energy and ideas. Within the environment needs are felt to be satisfied by products or services. Without needs or resources within the environment, an organisation ceases to exist (Wakeley, in Eddy, 1983:181). In this thesis the word refers to the implementation of outcomes-based education by the Department of Education and its sub-units.

Outcomes means results or visible effects (Thompson, 1995:968). Hornby (2000:899) explains outcomes as results or effect of an action or event. Tullock (1996:1078) concurs when she describes outcomes as results or visible effect. In this thesis the original meaning of the word is retained because the emphasis on outcomes-based education policy is on the results that this form of teaching produces.

Policy means a plan of action adopted or pursued by an individual, government, party or business, or public or other institution (Hanks, 1983:1133). The concept is defined in Chapter 3, section 3.2. In this thesis policy means a plan of action, devised, adopted and pursued by government to address a real or perceived public problem. In this context policy refers to outcomes-based education.

Policy analysis is studies of the formulation and analysis of public policies. The concept is explained in detail in Chapter 3, section 3.5.

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Policy-making is the first stage of the policy process. It describes how policies are formulated, which factors necessitate the formulation of policies, who are involved in policy formulation and why there is a need for policy formulation. The concept is further explained in detail in Chapter 3, section 3.2.

Population means all the persons inhabiting a country, city or other specified place (Hanks, 1983:1141).

Public means relating to, or concerning the people as a whole; open or accessible to all; or performed or made openly or in the view of all (Hanks, 1983:1180). In this thesis public means relating to all and in the interest of all the people of South Africa.

Public Administration as a field of study was initially regarded by Woodrow Wilson and Frank Goodnow as part of Political Science, dealing mainly with the executive branch. It is focused upon a definable area of study which is the formulation and implementation of public policy (Pfiffner & Presthus, 1967:4-5). Stated differently, Public Administration is concerned with the study of the activities performed to create and run public institutions (Cloete, 1994:61). Public Administration must understand and explain other disciplines which enrich our environment as well as to determine which of them are relevant to its missions. It must evaluate and interpret the contribution made by each of its subfields of study. The major roleplayer in public administration is the public administrator (Cloete, in Cloete, 1997:273-274). According to Viljoen (in Cloete, 1977:3) administrative functions of the South African public service can be grouped into six categories; namely, policy-making, organising, determining of work procedures, financing, personnel utilisation and provision, and control – checking and rendering account. In the context of the thesis Public Administration refers to the field of study and public administration refers to the practice of administering public affairs through public policies. In this regard, it is the administration of outcomes-based education policy within public administration.

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Reflective means characterised by quiet thought or contemplation; or capable of reflecting (Hanks, 1983:1227). The concept is explained in Chapter 4, section 4.2. In this thesis it means criticising oneself, interrogating oneself and capable of tracing ones train of thoughts with the aim of improving initial attempts.

Research means systematic investigation to establish facts or principles or to collect information on a subject (Hanks, 1983:1240). According to Leedy (1989:4-8), research is a thought process on accumulated facts and information in order to determine the meaning of both facts and data. Hutchinson (1992:669) concurs with this view by saying that research is a scientific study and investigation in order to establish facts and to come to new conclusions as a result of these facts. In this thesis this meaning is retained.

Strategies means the art or science of the planning and conduct of a war; or a plan or stratagem (Hanks, 1983:1437). The concept is explained in Chapter 4, section 4.5. In this thesis it means a plan or approach to teach effectively and efficiently.

Teaching means the art or profession of a teacher; or something taught (Hanks, 1983: 1491). Barnhart and Barnhart (1992:2152) explain teaching as the work or profession of a teacher or the act of a person who teaches. Hornby (2000:1332) concurs with the explanation when stating that it is the work of a teacher. Tullock (1996:1601) concurs and further provides another shade of meaning when she states that teaching is the profession of a teacher or what is taught. In this thesis the concept means the art of imparting information or guiding the learner to seek information in studying a particular school subject or unit of area of learning.

1.7 STRUCTURE OF RESEARCH

The thesis takes the form of public policy and policy analysis and covers seven chapters. Chapter one delineates the relevant research perimeter. It explains the

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objective of study as well as formulating problem statements. Research method and design followed in the research, ensues. Key concepts used in the research are explained and defined within the context of the thesis. The layout and brief explanation of contents of each chapter are stated below. The thesis culminates with a summary and conclusions.

Chapter two deals with policy directives for outcomes-based education. It explains the rationale for the introduction of outcomes-based education and provides a definition of it. Thereafter characteristics of outcomes-based education are dealt with as well as its advantages. Furthermore, different kinds of outcomes-based education are explained. The origins and policy directives for the South African outcomes-based education are also described. Since policy directives are based on particular public policies, it is essential to describe public policy and policy analysis.

Chapter three focuses on public policy and policy analysis. It explains what public policy is, and proceed to explain policy formulation as well as all the salient factors that must be considered in formulating a public policy. Types of policies and policy-makers are also explained. Thereafter policy analysis, its beginnings, definitions and scope are explained. Policy implementation, factors to be considered in policy implementation, critical variables for studying policy implementation and policy evaluation are described. The chapter ends with a description of policy analysis organisations, their functions and possible contribution to research. Outcomes-based education policy has a particular impact on both its implementors and beneficiaries. In the case of educators and learners it implies that they have to perform certain activities. Hence the need to explain implementation activities of educators and learners as prescribed by the outcomes-based education policy.

Chapter four deals with implementation activities as experienced by both educators and learners. Outcomes-based education compels educators to employ reflective teaching practice. As they are faced with teaching multicultural classrooms, their teaching needs

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to accommodate cultural diversity. Possible outcomes of learning as well as teaching strategies and teaching methods are explained. Lesson planning and preparation, which have been influenced by outcomes-based education are viewed from a different perspective. The effect of outcomes-based education is strongly experienced by or is clearly discernible in the new roles played by educators and learners. These roles also reveal that implementation of outcomes-based education is a complex process. Consequently the complexities of the implementation of outcomes-based education are described.

Chapter five deals with complexities of implementation of outcomes-based education. Curriculum development and assessment are discussed in detail as they indicate how complex the implementation of outcomes-based education is. The chapter ends with a critique of outcomes-based education; like all other approaches to teaching and learning, it has its own advantages and disadvantages. In order to enhance the chances of successful public policy implementation, it is crucial to propose an implementation model. Therefore, the policy implementation model for outcomes-based education is proposed.

Chapter six proposes a model which can contribute to the successful implementation of outcomes-based education policy in particular and successful implementation of any public policy in general. Building blocks of the proposed policy implementation model are policy directives; the national curriculum statement; management of the implementation process, which includes personnel requirements, financing, procedural arrangements, control and accountability, and organising; and monitoring and evaluation. It is essential to write a conclusion and recommendations of any research project. As a result, this research project culminates in conclusion and recommendations.

CHAPTER 1

1.8 CONCLUSION

This chapter explains the research undertaken, its methods and objectives. The hypothesis is formulated and the definition and explanation of key concepts are provided to avoid misunderstanding and ambiguity. Lastly, a brief description is provided of what each chapter entails.

Public policy aims at addressing specific, identifiable and definable social problems or issues. Therefore, a public policy operates within an environment in which there is government on the one hand, and the public to be governed and limited resources on the other hand. It is the responsibility of government to formulate and implement public policies that would provide public services and public goods. To achieve this objective government, from time to time, pronounces policy directives that would facilitate public policy implementation. Hence, the next chapter, Chapter 2, is devoted to policy directives for outcomes based education.