CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

The problem statement of this study was that government formulates public policies to address public social problems or issues without simultaneously preparing the groundwork for their successful implementation. Failure to prepare roleplayers and to provide resources and directives for the implementation process could cause inefficiency and disillusionment. Consequently, there could be delay in implementation, which could prolong the public problem or issue. The research objective for this thesis was to determine what should be done to manage the implementation of the outcomes-based education policy to obtain intended results.

The primary objective for this research was to find an appropriate implementation model for outcomes-based education. By means of the research undertaken for this thesis it was possible to indicate the importance of an implementation model as explained in Chapter 6. In this chapter the elements needed to formulate the model were identified and their roles determined. Furthermore, the aim of the thesis was to establish whether the proposed implementation model could be appropriate generally for new and modified policies, not only in the Department of Education, but also in other state departments and public institutions.

A further objective of the study was to indicate the importance of undertaking the public policy and policy analysis when formulating an implementation model for outcomes-based education policy. Secondly, the objective of the study was to emphasise the importance of presenting a public policy in simple terms to reveal what it aims at and how it should be implemented.

Chapter 1 served as the introduction of the thesis followed with a problem statement which focused on the objective of the study; an explanation of the research method

369

and design, a definition of key concepts and the structure of the research. The hypothesis for the study was proposed as follows: "an implementation model for outcomes-based education would contribute positively to its successful implementation". The hypothesis further stated that the proposed model should in general be applicable to state departments and other public institutions.

Chapter 2 focused on policy directives for outcomes-based education. It provided the rationale for the introduction of outcomes-based education; which, firstly, was to improve the quality of education, especially for blacks. Secondly, it was argued that the new democratic order needed to be supported by an appropriate education system. Definitions of outcomes-based education along with unique features were provided.

It was explained that the objectives of outcomes-based education are competency-based education, mastery-learning and criterion-referenced assessment. Each of these matters contribute to the formulation and development of outcomes-based education. However, characteristics and advantages of outcomes-based education have to be explained along with the other relevant matters. Each of the three approaches were explained and the preferred one was indicated.

Government policy directives that led to the introduction of outcomes-based education such as the *Constitution of the Republic of South Africa*, 1996 (Act 108 of 1996), the *South African Qualifications Act*, 1995 (Act 58 of 1995), the *National Education Policy Act*, 1996 (Act 27 of 1996) and the *Schools Act*, 1996 (Act 84 of 1996), were explained. Objectives of the national policy like protection against discrimination, personal development of each learner, achieving equitable education opportunities, encouraging lifelong learning, recognition of prior learning, promoting a culture of respect, promoting equity, ensuring broad public participation, effective use of educational resources and cost-effectiveness; and close co-operation between the national and provincial governments, were explained. Furthermore, policy preparation requirements,

monitoring and evaluation of education, council of education ministers, heads of education departments along with committees and consultative bodies were explained. Directives that relate to outcomes-based education policy for the attainment of declared outcomes, as well as monitoring directives, were explained. Chapter 2 also described what form of outcomes-based education South Africa adopted.

The introductory research concluded that policy directives for outcomes-based education are necessary. They provide insight as well as foundations for the policy. Furthermore, they provide essential information for implementors, beneficiaries, *modes operandi*, tools needed for implementation, and support structures that would promote successful implementation. Stated differently, policy directives provide answers to the objectives of a policy in relation to who, why, when, how and what. Policy directives indeed provide guidance, detailed instructions, a frame of reference, and the demarcated area of the public problem to be explained.

Chapter 3 was devoted to policy and policy analysis. It commenced with definitions of public policy, followed by explanations of how public policies are formulated and implemented. Types of policies and the purposes they serve were explained. Attention was also paid to individuals who are competent to formulate public policies. Functionaries and other matters which influence public policy formulation like bureaucrats, think tanks, interest groups, members of legislative bodies, the environment, needs and expectations of the population and political parties were explained.

Chapter 3 further explained policy analysis, its origins and developmental phases. Thereafter policy analysis definitions and their distinguishing features were described, - followed by explanations of the steps of the policy analysis process. The scope of policy analysis was explained. The latter may be studied as a problem type or as an activity. Five dimensions of policy analysis were also stated and explained.

CHAPTER 7

Policy implementation, which is one of the policy-making stages, was defined, explained and its own phases were explained. Factors to be considered in policy implementation are legislative directives, organisational setting, standard operating procedure, organisational communication, time problems, problems related to planning, and inter-organisational policies. Critical factors are content, context, commitment, capacity, as well as clients and coalitions.

Policy evaluation definitions were stated and explained. Reasons for undertaking policy evaluation and policy evaluation foci were explained. Policy evaluation is undertaken to provide, *inter alia*, the reasons why a particular public policy should be retained, delayed or abandoned. This was followed by the presentation of evaluation processes which could be used for the assessment of policies with a variety of objectives. On account of the complex nature of policy evaluation, it must be properly stated and implemented. Under the heading referring to evaluation management the baseline and culmination data for evaluation, and evaluation approaches, methods and aids were explained. Requirements for effective policy evaluation requires that it should be free from constraints and that its results are not to be ignored.

Policy analysis institutions were described with special emphasis on their objectives and contributions to research. An example of a policy analysis institution, namely, the Centre for Policy Research in Education, was investigated with an indication of its focus, structure, procedures and use of its research.

The research concluded that information gained with the study of public policy and policy analysis provides foundations on which to build an implementation model. As the thesis is also about policy implementation, it is crucial to understand comprehensively what public policy is, its process of formulation, and other stages of development. The information provided about the nature and character of public policy is useful to bring about successful implementation. Thus, it is necessary to have a deeper understanding of the complexity of public policy making to ensure satisfactory policy implementation.

CHAPTER 7

Policy analysis is essential because it provides for satisfactory tools to facilitate policy implementation. It could serve as a guideline for successful policy implementation. Furthermore, policy analysis provides essential information that could bring about informed decisions with respect to other policy alternatives. Besides, it provides crucial information about affordability and the benefits to be derived from implementing a public policy. Where applicable it should clarify the implementation of the policy, its discontinuation, postponement, or rejection. Therefore, policy analysis is the backbone of a model for public policy implementation. Moreover, monitoring and evaluation should indicate whether the policy achieved its predetermined objectives or not.

The research further concluded that it is advisable to request the existing Centre for Policy Research and related research organisations at universities to increase its research focus to also undertake research to include outcomes-based education policy making, analysis and implementation. Universities should complement and supplement the work done by these institutions and should not duplicate or compete with the work performed by the dedicated research institutions. It is, therefore, strongly recom-mended that there should be harmonious and mutually beneficial working relationships between public policy research institutions and universities. Economically it could be justifiable to request universities to serve as centres where public policy implementation models are constructed. Universities have different foci area, such as health sciences, humanities, education, building and construction, management sciences, and arts and culture to mention but a few. Public policies that are relevant to a university's focus area should be referred to it for guidance on implementation. Most universities in South Africa are public institutions and they will be performing their civic duty by assisting constantly in public policy implementation. For universities to perform this task, it is crucial that government provide them with sufficient funds. Universities – as centres of excellence – could play a meaningful role in the development of leaders in respect of outcomes-based education policy-making and implementation.   The specialists on public administration at universities could advise government departments

373

and other public institutions to prepare objective policy implementation processes, instead of commencing implementation for political expediency.

Chapter 4 dealt with implementation activities of outcomes-based education. It commenced with reflective teaching, which encourages the educator to be critical of himself or herself with regard to purpose, focus, methodology and supportive environment. The multicultural classroom in which the educator teaches, was described. This is a new feature in teaching in democratic South Africa. As most educators were not prepared during their pre-service training to deal with diverse cultures, the need for in-service training to help educators to deal with multicultural classes was felt. Apart from dealing with multicultural classrooms, the educators and the learners need to know in advance the possible outcomes of learning. Teaching strategies and teaching methods that are responsive to the dictates of outcomes-based education received attention. The teaching strategies and teaching methods that were explained are deductive and inductive teaching strategies, co-operative learning and problem-solving. In addition to using teaching strategies and teaching methods that are outcomes-based education friendly, educators need to know how to plan and prepare lessons, as teaching is about the presentation of properly planned lessons.

Chapter 4 culminated in a description of the roles of educators and learners. Educators are regarded as facilitators of learning who guide learners to self-discovery. Learners' role changed from being passive recipients of knowledge to being active, creative and critical thinkers, discoverers of knowledge, motivated and disciplined, as well as being able to work co-operatively with others.

The research concluded that both learners and educators are the main role players in outcomes-based education. The impact of outcomes-based education is felt by learners and educators as evidenced by their change in roles. For example, learners have changed from being passive recipients of information to active seekers and creators of

knowledge. As far as educators are concerned, their roles changed from imparting knowledge to learners, to facilitators of learning for learners.

The impact of change brought about by outcomes-based education necessitated the usage of reflective teaching practice, employment of teaching strategies and teaching methods that enable the outcomes-based education philosophy to flourish, because of new ways of planning and presenting lessons. Therefore, outcomes-based education brought about drastic and visible changes in the respective roles of educators and learners in the teaching-learning situation.

Chapter 5 dealt with complexities of the implementation of outcomes-based education. Complex issues that relate to outcomes-based education are curriculum development and assessment. Firstly, curriculum was defined and its distinguishing features or characteristics were explained. Curriculum perspectives, which are cultural trans-mission, social transmission, individual fulfilment and feminist pedagogy were also noted.

The complex nature of a curriculum is discernible in its organisation. There are two forms of curriculum arrangements; namely, macro- and micro-levels. It may also be described in terms of systematic arrangement of its elements. In this regard the cur-riculum may be arranged according to the vertical dimension or the horizontal dimen-sion. It may also be organised according to different elements and may be sequenced according to different principles. A curriculum may further be arranged according to three contrasting patterns; namely, the top-down, the bottom-up, or the project approach. These three approaches were explained to indicate how involved or intricate the process of curriculum development is.

CHAPTER 7

Assessment forms a crucial aspect of outcomes-based education. Apart from its unique position in teaching and learning, assessment measures for outcomes-based education differ radically from the old traditional assessment practices. Firstly, it is an ongoing integral part of teaching and learning. Moreover, it pays attention to four concerns, namely, clear teaching and learning aims; motivation; previous experience and present abilities; effective teaching tasks; and flexible methods. In addition, the basic criteria for outcomes-based assessment were stated.

Assessment is meant to play a specific role and takes on different forms; for example, formative, diagnostic, summative and evaluative. Notwithstanding the fact that assessment serves different purposes, such as identification of learners' needs, planning, learning, following learners' progress, diagnosing hindrances, helping learners to improve their work, adjustment of focus and place, providing proof of learners' level of achievement, judgement of the effectiveness of the learning programme, and the assessment of the educator's teaching. Thereto individuals who are interested in participation in assessment can be identified.

Just like teaching, assessment should be systematic, logical and sequential. Hence, specific principles for assessment can be identified. The principles should be relevant to the curriculum; integral to teaching and learning; balanced; comprehensive and varied; valid and reliable; fair; engage the learners; evaluate the educator's judgement; be time-efficient and manageable; recognise achievement and progress of individuals; involve the whole-school approach; actively involve the parents; and convey meaningful and useful results.

Developmental assessment, which is a process of monitoring learners' progress, was described. It commences with a system that shows the difference between content measurement and performance measurement. This is followed by the three steps of developmental assessment. The first step is to locate the learner's position on a pro-

gress map. The second step is concerned with the collection of evidence from records or observation. The third step is drawing conclusions from the collected evidence.

On account of the fact that assessment serves different purposes, different methods are used to assess learners' progress. The methods that are used, include portfolio assessment; performance assessment; learning projects; product assessment; paper and pencil assessment; observation sheets; journals; assessment of prior learning; diagnostic assessment; self-assessment; and peer assessment.

Continuous assessment essential for outcomes-based education was explained separately in more detail. Some of the distinguishing features of outcomes-based continuous assessment were indicated. This was followed by a description of criterial assessment standards; criterion referencing and norm referencing; why, what, when, who and how to assess; and how to record and report assessment results.

In this regard it should be mentioned that Chapter 5 of this thesis ended with a critique of outcomes-based education. Although such education has shortcomings, in general its advantages outweigh its disadvantages.

The research for this thesis concluded that outcomes-based education is complex in nature as evidenced by its curriculum development as well as its assessment. For instance, its curriculum should define and formulate broad outcomes of teaching and learning, how to diagnose learners' needs, how to translate learning outcomes into patterns of learning, selection and organisation of content and learning experiences, and obtaining substantive ways of assessing learning outcomes. These are sensitive, complex, demanding and interrelated matters which call for appropriate planning.

The research concluded that outcomes-based education assessment is learner-friendly compared to the traditional approach. The aim was to determine whether the learner

achieved set objectives and to give guidance as well as more opportunities to master the task at hand. This form of assessment is not only diagnostic, but also therapeutic because it develops a healthy state of mind in learners. Continuous assessment should enable both learners and eductors to be focused on their work throughout the lesson and should contribute to the learners' self-esteem.

Chapter 6 dealt with a proposed policy implementation model for outcomes-based education. It focused on policy analysis, decision analysis, simulations and models, and experimental analysis. Thereafter, it indicated what role each participant should play in implementation. The Curriculum Statement which covers outcomes-based education; Revised National Curriculum Statement: Learning Areas Statements; Revised National Curriculum Statement: Learning Programmes; time allocations; assessment; the kind of educator that is envisaged, and the kind of learner that is envisaged were addressed. Each of these components of the curriculum indicates how it could contribute to the implementation of outcomes-based education. The building blocks of the proposed model of public policy implementation are the managerial functions. The managerial functions in question are provision of human resources, financing, organising, pro-cedural arrangements, control and rendering account. The research also indicated what each function's role should be in policy implementation. The last building blocks of the model are monitoring and evaluation. Only the implications for policy implementation were explained for the purpose of Chapter 3.

The model could serve as a blueprint for implementing public policy. It could guide policy implementation to save time and money. It could also facilitate service delivery and the production of public goods – thereby it could contribute to improving living conditions of the public and improve the image of government as capable, caring, and competent.

The research concluded that there is a need for an implementation model for outcomes-based education. This would require policy implementation with limited resources, within a specified period. Hence, the model would serve as a guide for both policy making and policy implementation indicating who should do what, when, how and why.

The implementation model could be used by all government departments and public institutions. For it to be effective and to serve the purpose for which it is meant, there should be a trial run or a pilot project. Before any public policy can be applied it is crucial that the following questions are answered in the affirmative:

❖ Is the public policy stated in simple, clear and comprehensible language?

❖ Are the objectives of the public policy understood?

❖ Which policy analysis techniques are to be used?

❖ Who are going to implement the public policy?