

**AN ANALYSIS OF THE IMPLEMENTATION OF THE CURRICULUM  
AND ASSESSMENT POLICY STATEMENT IN THE FURTHER  
EDUCATION AND TRAINING PHASE**

**By**

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## DEDICATION

I dedicate this study to my mom Musotho Jaftalina Kokela who passed away in July 2015. Mom, you are my eternal fibre, thank you for impacting me with knowledge that continues to shape me to be disciplined, understand life and be able to face its painful occurrences. Thank you for caring, by especially paying attention to my basic education school work, and with that I continue to educate myself. Thank you for being a chairperson of the School Governing Body (SGB) under the elected members of SGB. Today I still see the leadership skills you utilised when you served in the SGB because under your leadership a new wonderful Vusa High School in Pieterskraal Section A was built to replace the then poorly built high school. You inspired me. My heart will forever treasure you and may God rest your soul peacefully.

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## ABSTRACT

This study analyses the implementation of the Curriculum and Assessment Policy Statements (CAPS) in the Further Education and Training (FET) phase, which is meant to improve quality of education. Post-1994 education is still being characterised by poor quality education, despite efforts to eradicate this problem. As a result, the FET phase contributes to increased learner dropout rates and learners who are struggling to prosper in the labour market and post-school institutions, such as universities. This study finds that lack of proper reporting in the DBE management, lack of monitoring on duties allocated to DBE officials, weak service delivery by the DBE officials to schools, and improper attention to issues that impact teaching and the management in schools, result schools to experience difficulties in implementing CAPS in the FET phase in the current implementation process. This study realises that, in order for learners to benefit under CAPS, improving quality of education in the FET phase there should be early intervention under the current findings. Thus, in recommending pillars for improving policy implementation in the FET phase, this study firstly explores strategies in place in South Africa's counterparts under BRIC(S) (Brazil, Russia, India and China) regarding policy implementation in their basic education, especially their equivalent in the FET phase. The study secondly examines existing setbacks that obstruct effective policy implementation in the FET phase.

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## LIST OF ACRONYMS

ABET	Adult Basic Education and Training
AIDS	Acquired immune deficiency syndrome
ANA	Annual National Assessment
ANC	African National Congress
APRM	African Peer Review Mechanism
ASIDI	Accelerated Schools Infrastructure Delivery Initiative
BRICS	Brazil, Russia, India, China and South Africa
CAPS	Curriculum and Assessment Policy Statement
CASS	Continuous Assessment
CEM	Council of Education Ministers
CSG	Child Support Grant
DBE	Department of Basic Education
DHA	Department of Home Affairs
DHET	Department of Higher Education and Training
DHS	Department of Human Settlement
DoE	Department of Education
EFA	Education for All
EPWP	Expanded Public Works Programme
GEM	Girls' Education Movement
GIS	Geographic Information System
GWM&ES	Government-wide Monitoring and Evaluation System

HEADCOM	Heads of Education Department Committee
HIV	Human Immunodeficiency Virus
IDPs	Integrated Development Plans
ISRDP	Integrated Sustainable Rural Development Programme
LDB	Law of Directives and Based of National Education
MDGs	Millennium Development Goals
NCS	National Curriculum Statement
NEIMS	National Education Infrastructure Management System
NSC	National Senior Certificate
NSP	National Strategic Plan
NTA	National Teaching Awards
OBE	Outcomes-Based Education
OECD	Organisation for Economic Co-operation and Development
PIRLS	Progress in International Reading and Literacy Study
PISA	Programme for International Student Assessment
PPP	Public-Private Partnership
RNCS	Revised National Curriculum Statement
SACE	South African Council of Educators
SASA	South African Schools Act
SASSA	South African Social Security Agency
SGBs	School Government Bodies
STI's	Sexually transmitted infections
TB	Tuberculosis



TIMSS	Trends in International Mathematics and Science Study
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Emergency Fund
URP	Urban Renewal Programme
USE	Universalisation of Secondary Education
WHO	World Health Organisation

## CHAPTER 1

### BACKGROUND TO THE STUDY

#### 1.1 INTRODUCTION

This study examines the implementation of the Curriculum and Assessment Policy Statement (CAPS) in the Further Education and Training (FET) phase using a policy analysis approach. The study examines CAPS in order to suggest early interventions for the purpose of improving quality education for learners. Gumede (2014:8) argues that successful policy implementation results from monitoring, evaluating, and providing early interventions to facilitate the achievement of quality implementation results.

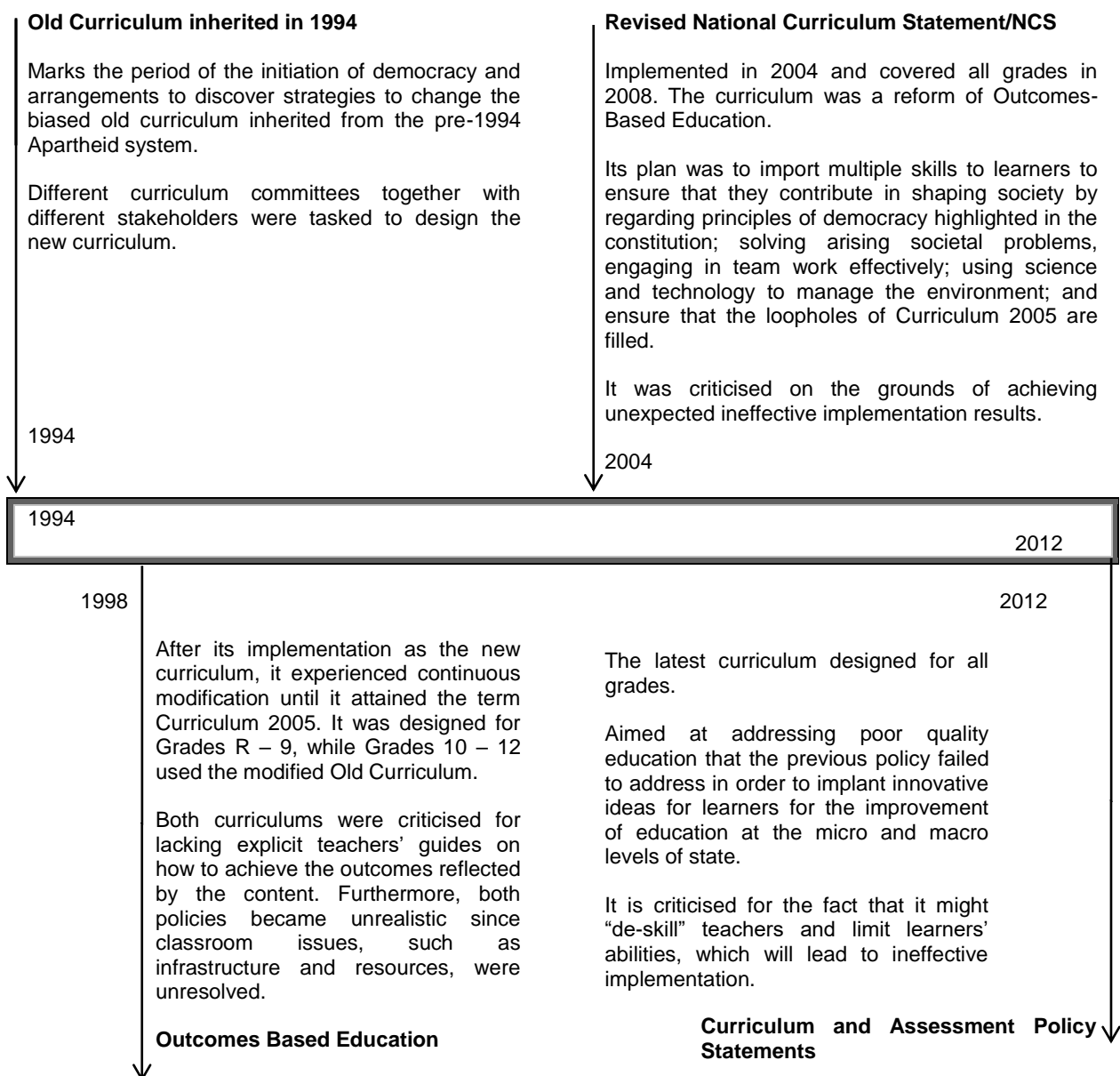
The goal of this chapter is to explain the status of education in South Africa and how this has changed over time. It will also encompass a literature review, motivation of the study, the limitations to the study, and the problem statement. Research questions and the objectives of the study will be explained. Furthermore, the research methodology, including research design, target population, and instruments will be provided.

Spaull (2013:3), the OECD Economic Survey of South Africa (2013:8), and Murtin (2013:5) all contend that South Africa is an emerging economy with a poor education status compared to other emerging economies, such as Brazil, Russia, India and China. Indicators of poor education include under-resourced public schools, as well as under-performance in both Annual National Assessments (ANA) and in international assessments in most of the schools located in underprivileged communities (Sedibe, 2011:130). Subsequently, it is feasible to submit that learners' outcomes at both primary and secondary stages propel the conception of poor education since South African post-independence. The central cause of the poor state of performance is partly due to ineffective policy implementation by government.

Jansen (1998:321) indicates that from the old curriculum inherited in 1994, the post-Apartheid government issued several education policies, such as Outcomes-Based Education (OBE) and the Revised National Curriculum Statement

(RNCS), to address poor education in government schools. The most comprehensive education policy among the above-mentioned was OBE. OBE was the first policy designed to rectify the ineffectiveness of previous policies under the Apartheid government, whilst seeking to achieve quality education. Nonetheless, these education policies have been criticised. Figure 1.1 below, adapted from the Department of Basic Education (2013a:46), Mafora and Phorabatho (2013:117), and Le Grange (2014:472) presents the summary of viewpoints on South Africa’s education policies reforms since 1994.

**Figure 1.1 Historic Timeline of Education Policy in South Africa Since 1994**



**Source:** Author’s own, ideas adapted from the DBE (2013a:46); Mafora and Phorabatho (2013:117); and Le Grange (2014:472)

Revisions were made with efforts to address criticism encountered regarding previous education policies. Prior to 2009, the former Department of Education (DoE) was responsible for administering both higher and basic education. At the beginning of the fourth government administration in 2009, under the African National Congress (ANC) and led by President Jacob Zuma, the DoE was split into two distinct government departments: the Department of Basic Education (DBE) and the Department of Higher Education and Training (DHET). The idea behind the split of the DoE was driven by the intention to ease complex education administration (Department of Basic Education, 2013a:16).

Consequently, the DBE's function is to administer and set policies for Basic Education, while the DHET is responsible for managing Higher Education administration and providing policies. The DBE introduced the CAPS in 2012, with the aim of providing solutions to problems affecting the curriculum delivery process of previous policies. Below is how various scholars have described the CAPS:

- Mncube and Madikizela-Madiya (2013:171) emphasise that “the CAPS is not a new curriculum but part of NCS”.
- Le Grange (2013:471) interprets CAPS as “the new interaction of the national curriculum after the removal of the curriculum termed NCS”.
- The Department of Basic Education (2014a:8) asserts that “CAPS is a single, comprehensive, and concise policy document, which will replace the current Subject and Learning Area Statements, Learning Programme Guidelines and Subject Assessment Guidelines for all the subjects listed in the National Curriculum Statement Grades R-12”.

Drawing from above interpretations of CAPS, it is plausible to regard CAPS as curriculum reform. According to Nanzhao and Muju (2007:21), “school curriculum reform is concerned with [the] readjustment of objectives of primary and secondary education, development of national curriculum standards, transformation of curriculum structure ... and other supporting quality assurance”. CAPS is designed to accommodate all phases of basic education, such as the foundation (grades R-3); intermediate (grades 4-6); senior (grades 7-9); and FET (grades 10-12) phase.

Consequently, there are various reasons that drive the notion to select FET phase as the theme of this study. The motivation section of this chapter explains such reasons. However, the problem identified as poor education, which is said to generally plague the basic education system, is what initiated this study.

## 1.2 LITERATURE REVIEW

This study is proposed in consideration of the fact that there is an absence of literature on the topic of this study. The CAPS commenced at grade 10 in the year 2012, grade 11 it began in the year 2013 and for grade 12 it commenced in the year 2014. This is not to say that this study is engaged without the groundwork. The existing literature on basic education FET phase, as made available by the National Curriculum Statement (NCS), was examined and created a foundation for the researcher to construct the research on the proposed topic. Accordingly, it can be maintained that the purpose of this literature review will be categorised under the historical background of this study. Ridley (2012:23), for example, prepared six aspects that can classify the purposes of the literature review, one of which incorporates the provision of historical background.

The historical background includes the interpretation of that which existed previously, and which has culminated in the current situation that is the focus of the study (Ridley, 2012:23). Thus, the purpose of the literature review is to interpret events and research findings in the FET phase of the previous NCS policy that led to policy change. The literature review examines the challenges in implementing the reformed NCS to CAPS in the FET phase. The interpretation of the literature will also be provided; it will assist in understanding both the reality of NCS implementation, as well as the reasons as to why it may be labelled as ineffective.

Mafora and Phorabatho (2013:117) conducted a case study on the capability of principals in managing the implementation of the NCS in the Moretele Area Office in the North West Province. Their findings indicate that principals struggled with the complexity of managing the implementation of the NCS as a curriculum change. Consequently, they had inadequate knowledge about managing a complex curriculum; a situation made worse by the lack of resources such as proper infrastructure to accommodate learners. Mafora and Phorabatho recommended

professional training for principals in order to manage curriculum in schools. Brynard and Netshikhophani (2011:61) also found that teachers were not properly trained so as to be able to implement the then curriculum (NCS) in disadvantaged public schools in the Vhembe District Limpopo Province. Furthermore, there was lack of leadership to focus on improving the implementation of the NCS by both teachers and the DoE in Limpopo.

Similar findings were presented by Mogashoa (2014:119) on the conditions faced by teachers in implementing NCS in Mpuluzi circuit of Mpumalanga Province. This study found that inadequate skills among teachers led to difficulties in developing learning activities designed to assist learners in understanding their learning areas. It also found deficient parental involvement in schools to provide support. The teachers could not cope with the curriculum because the curriculum did not provide explicit guidelines on the development of learning activities. This ultimately led Mogashoa's study to emphasise that the NCS brought implementation complications in basic education.

The above-mentioned literature led to further examination of additional literature to discover if the existing concerns on ineffective policy implementation listed in the mentioned provinces might exist in other provinces. Van Der Berg, Taylor, Gustafsson, Spaul and Armstrong (2011:2) advised that ineffective policy implementation by teachers in schools is experienced by learners living in disadvantaged areas. Disadvantaged areas exist in each South African province (Gardiner, 2008:7).

Urban areas are usually categorised as advantaged. Compared to those in advantaged areas, public schools in either townships or rural and remote rural areas suffer from ineffective policy implementation (see section 4.3.2.2.4 of chapter 4). Gardiner (2008:14) and Spaul (2013:1) disclose that the South African education system in public schools positioned outside of advantaged areas experience crisis with regard to policy implementation. However, with regard to implementing policy, public schools categorised under rural and remote rural areas experience the most tragic conditions, compared to townships areas, as a result of divergent socioeconomic conditions (see section 4.3.2.2.4 of chapter 4) (Gardiner, 2008:14 and Mazibuko, 2007:6).

All public schools, regardless of geographical location, are governed by a single policy of the DBE. Learners in public schools are expected to learn similar learning areas and achieve learning outcomes as prescribed in the policy content. Gardiner (2008:29) argues that when the NCS policy appears to treat all public schools as if they are the same, it advances inequality because in reality the schools are characterised by unequal backgrounds. From this aspect of the literature, the researcher developed the following impressions concerning the South African education system.

Public schools in South Africa can be categorised in two ways, namely: successful schools in advantaged areas (resourced areas) that manage policy implementation, and unsuccessful schools in disadvantaged areas (under-resourced areas) and in townships that are unable to manage policy implementation. Coetzee (2013:5) confirms that such successful schools are known as Model C schools and registered under section 20 of South African Schools Act (SASA), whereas the unsuccessful schools are registered under section 21 of SASA. Section 20 schools experience the opposite of bad approaches experienced by schools of section 21 when implementing policy. Nzimande (2001:54) asserts that Model C schools are better resourced, with effective School Government Bodies (SGBs). Below, schools featured under section 20 and section 21 are depicted in broad strokes, as outlined in this literature review. The study acknowledges there are schools that do not neatly fit in this depiction, but they are the exception rather than the norm.

**Table 1.1 Features of public schools in South Africa**

<b>Findings inside section 20 schools</b>	<b>Findings inside section 21 schools</b>
Well-trained teachers	Teachers receive improper and deficient training
Able to adapt to new policy	Unable to adapt to new policy
Well reinforced infrastructure	Feeble infrastructure
Adequate classrooms with manageable class sizes	Inadequate classrooms with unmanageable class sizes
Good leadership e.g. commitment to duties and reporting	Poor leadership
Constant interaction with parents	Weak interaction with parents

Findings inside section 20 schools	Findings inside section 21 schools
Sufficient resources	Insufficient resources
Effective policy implementation	Ineffective policy implementation
Good quality of education	Poor quality of education

**Source:** Adapted from Mafora and Phorabatho, (2013:117); Brynard and Netshikhophani, (2011:61); Mogashoa, (2014:119); Spaul, (2013:1); Nzimande, (2001:54); Gardiner, 2008:14 and Van Der Berg et al. (2011:2)

Table 1.1 clearly illustrates the aspects which made the implementation of the NCS challenging, especially for section 21 registered schools. In addition, it depicts the reality that CAPS in the FET phase is situated within which context.

### 1.3 MOTIVATION FOR THE STUDY

Education is a platform for the modern world's economic, social, cultural and political development. Consequently, every country has good reasons behind the prioritisation of education for its citizens. On the importance of education in the society, Nkabinde (1997:2) states that:

“Education is not stagnant but changes with time. Knowledge acquired at school must be usable in the real world. If education is inadequate there will be insufficient skills. Without enough skills, the economy will not grow, and, without a growing economy, the basic necessity of life cannot be provided”.

The prioritisation of education in South Africa has been to provide necessary skills for economic development, the reduction of poverty, and the increase of human capacity to deal with current and future socio-economic ills. Unfortunately, the results of the policy implementation diverge from the actual targeted goal, which is to provide quality education to prosper the economy. Weak or poor education reduces the ability of the country to produce the skills needed to support the economy and support the democratic practice of the post-1994 dispensation. Ellis and Segatti (2011:68) argue that “there is fierce international competition for skilled labour, particularly in information technology, engineering and medicine. South Africa has expertise in these areas but it produces only small number of people with the highest level of skills”.



To deal with the major infrastructure programmes and to grow the economy, South Africa has had to rely on foreign skills to supplement low-level skills produced in the country. This implies that the country has had to revise its policies to permit labour immigration to acquire a skilled labour force to assist the labour market. This takes place while the country is experiencing high unemployment, making it important for the country to develop skills needed to develop the economy (Ellis and Segatti, 2011:68-69). The DHET is been central in the effort to produce massive numbers of graduates through universities to gradually ease the gap of skills shortages (McGrath, 2004:165).

The above establishes an understanding that higher education is duty-bound to play the foremost role in reducing the skills shortage. This, however, requires an effective basic education. Clearly, the realisation of the role of higher education should be supported through the realisation of effective basic education. OECD (2013:76) confirmed: “While basic education reforms are necessary to strengthen [the] education system and increase the general skill level of the population, further reforms of vocational and tertiary education should seek to address high youth unemployment”. Explicitly, the DBE has the duty to remedy its feeble policy implementation in the FET phase in order to equip learners with quality learning that connects with university requirements and to contribute to other societal necessities (OECD. 2013, 56-59).

The above outlook submits that CAPS policy in the FET phase has unique significance on skilling learners. The phase of FET forms a bridge between other phases of basic education and tertiary education. Moreover, the FET phase finalises learners’ completion of the basic education system and prepares them in order to be effectual in post-secondary setting. OECD (2012:80) affirms that upper secondary education should assist learners with knowledge that gives them confidence to contribute to the labour market in post-secondary education, and to adapt to the higher education system. Le Métails (2003:8), supported by Dufaux’s (2012:13) conceptions, outlines the following characteristics of upper secondary education that are supplemented by their purposes, although the characteristics may also be considered as generally applies to the entire basic education when excluding their purposes:

- Individual/personal: it is in upper secondary education that learners can exercise their choice on learning areas that they desire. This assists to discover learners' passion in the career context, and is also applicable to developing individuals' capacity in their career of choice. The choosing of the subjects in upper secondary education for a career plan also assist to portray the kind of knowledge that a learner possesses when they are rewarded for the successful completion of their studies (Dufaux, 2012:13).
- Economic: a positive economy relies on the contributions offered by skilled individuals in the working environment. Upper secondary education assists learners in becoming exposed to the required skills so as to be employable, competent, and self-driven for economic maintenance that will respond to the needs of the country (Dufaux, 2012:14).
- Social and cultural: acknowledging diversity such as culture and language in society is driven by democracy and needs to be exercised by individuals in society for peace keeping. Upper secondary education prepares learners to practice and promote democracy of the country in the post-school education.
- Knowledge, skills and standards: learners are able to acquire knowledge that boosts creativity through subjects of upper secondary education which are of high standard, compared to other basic education bands. There is emphasis on the on-going maintenance of the information society and a better understanding of the world to be able to contribute in making necessarily changes locally and internationally.
- Extending learning: One needs to enable learners to engage in the creation of a learning society by preparing them to enter and adapt into higher learning institutions, and furthermore promote independence amongst learners to initiate, engage, and encourage other pathways that furthers learning in society (Dufaux, 2012:14).

The importance of upper secondary education suggests that the FET phase necessitates unique treatment to support the development of learners in their respective subjects of choice, which further builds them toward their career of choice. It is clear that, because of poor education, both the labour market and higher

education continue to experience difficulties in ensuring adequately skilled individuals exist to safeguard the development of the society. Consequently, the pool of underdeveloped individuals continues to expand in the post-secondary framework.

## **1.4 LIMITATIONS OF THE STUDY**

Challenges will always be met by the researcher in the process of conducting the research. In the context of this study, the limitations outlined below have been encountered.

### **1.4.1 Information**

Cloete (2009:298) states that “policy programme monitoring and evaluation ... were not undertaken, managed and coordinated systematically in the South African Public Service”. This alone, however, is not the only reason for the complexity in reporting the details behind the failure of policy implementation in the basic education. It has been difficult to attain relevant information from the literature to provide a straightforward analysis of this study that is directed to assist the implementation of the reformed NCS policy into CAPS in the FET phase.

### **1.4.2 Scope**

In its analytical approach, this study would ideally have incorporated all policies of the phases of basic education offered by CAPS to assist in improving quality of education. However, this was not feasible because of the length of the research study, which is restricted.

### **1.4.3 Time**

Accessing the technical report on the framework of CAPS in the FET phase by the DBE in order to support this study delayed the process of researching and writing this study because the researcher had to wait for the availability of the documentation, which was after the end of the year 2014.

## 1.5 PROBLEM STATEMENT

The DBE has made great strides with regard to the notion of access to education. Statistical comparisons show that by 2013, South Africa reached over 97% learners' participation in grades 1 - 9 (compulsory education) compared to the previous years (Department of Basic Education, 2014a:14). Furthermore, the statistics reveals that when measuring learners' interest in participating in the FET phase, it reduces the gross enrolment rate of basic education instead of maintaining the ascend of enrolment rate in the basic education produced by the compulsory education. Spaul (2013:5) maintains that it is because learners experience barriers to learning in the FET phase, such as the inability to understand learning areas, which contributes to a greater dropout rate in grades 10 and 11. Mouton, Louw and Strydom (2013a:33) affirm that learners are unable to engage with the content and are also affected by lack of support by teachers in schools. In brief, the poor standard of education is an influence that leads to shortcomings in supporting and engaging learners towards a quality standard of education as determined by the content of policy (Modisaotsile, 2012:3). Improving the quality of education is the first priority of the government (Department of Basic Education, 2010a:10).

The above guides that; learners' access to education should be supported by quality of education to stimulate learning. However, Keng (2009:131) states that:

“[To] achieve equity and quality of education is a challenging task that requires a careful and well-coordinated policy design and implementation at all level of administration. It requires political will on the part of the central government, and the capacity to innovate and implement progressive policy at the local levels”.

Although Keng advises that it is challenging to achieve quality of education, however, this study sees conducting research on issues of education the greatest tool to begin with in order to improve quality of education. In this case, the barriers that perpetuate strains in policy implementation and that eventually cause poor education despite any policy reform in the FET phase will be researched and analysed in order to provide solutions.

## 1.6 RESEARCH QUESTIONS

- What are the existing gaps in the implementation of the CAPS policy in the FET phase?
- What lessons can be learned from the BRICS countries relating to what constitutes quality education?
- What are the available documented strategies to manage the implementation of CAPS in the FET phase?

## 1.7 OBJECTIVES OF THE STUDY

- To evaluate and identify current gaps in the implementation of CAPS in the FET phase.
- To evaluate the various strategies in place in the BRIC(S) countries that strives towards quality education.
- To describe the documented strategies that can be used in the implementation of the FET policy.
- To recommend improvements to the CAPS policy implementation process in the FET phase.

## 1.8 RESEARCH METHODOLOGY

This segment provides guidelines on how this study is conducted. Research methodology intends to reflect on how the report of the study will be articulated, for example in a form of statistical data or using a philosophical technique. According to Panneerselvam (2004:2), research methodology can be comprehended as “a system of models, procedures and techniques used to find the results of a research problem”. Categories of research methodology incorporate qualitative and quantitative research. They encompass models, procedures and techniques to discover the results of the research problem. Consequently, they institute the context of research design. Research design carries the overall mechanism that describes how the researcher will approach (e.g. either by qualitative, quantitative or both) the investigation of a research problems in order to find possible solutions. Kumar

(2011:96) confirms by regarding research design as constitutes by answers from questions such as what procedures will the researcher follow to attain answers from research question? How will the researcher undertake tasks required to complete the research process? What should the researcher consider or not consider during the process of carrying research tasks.

### **1.8.1 Qualitative method**

The qualitative method is used for studies that aim at comprehending the problem in order to ultimately interpret the results of the research problem in philosophical terms. Alternatively, researchers that select interpretive studies under social, political, cultural and economic contexts are prone to the use qualitative method. Interpretive studies involve the understanding of the problem through asking questions that mostly begin with what, how, where and why. Therefore, the qualitative method assists researchers in generating data through its techniques in order to understand the problem and create sound solutions. The qualitative method is also known as the inductive method in that it presents the research process and findings in collective words e.g. by organising words, to form a logical theory. According to Hennink, Hutter and Bailey (2011:9), qualitative research uses a set of data collection techniques, such as in-depth interviews, focus group discussions, observation, content analysis, visual methods, case studies, and life histories or biographies.

#### **1.8.1.1 Strengths and weaknesses of qualitative method**

Although there are both advantages and disadvantages to the qualitative method, the same applies to any research methodology. The strength of the qualitative method lies in providing researchers with abundant information on problems they are curious about and have not yet researched. In addition, it gives researchers an ability to uncover facts through applying its techniques. Qualitative method assists people to understand the world, their interaction within society, and their reactions towards the environment they live in (Hennink et al., 2011:9). However, with regard to disadvantages there is danger of e.g. resulting in sympathising with the subject being studied and ultimately, the importance of considering objectivity in research disappears.

## **1.8.2 Quantitative research**

Data is collected and presented by the use of techniques from the field of natural science. The rigid method of the natural sciences is designed out of quantitative philosophy to meet the objective of the quantitative research; that is, to provide accurate data and eliminate bias in research. This kind of research approach is also said to be the deductive method or positivist approach (Kumar, 2011:104).

The positivists' agenda advises on the application of scientific techniques in research that is not only significant and limited to the field of natural science. The agenda advocate the use of scientific methods in the field of social science. For example, it is argued that human behaviour can be measured through the application of structured designs of quantitative research that assists in gathering accurate information in order to achieve objectivity. This notion is opposed by anti-positivists who claim that humans are not objects and possess inseparable behaviour that changes over time, which cannot be effectively measured by the use of scientific techniques (Marshall, 2006:n.p.).

### **1.8.2.1 Strengths and weaknesses of quantitative method**

Techniques of the quantitative method support caution when collecting data. It is also easy to draw conclusions from the collected data since the single method chosen for the study is used to test targeted variables of the study for data collection in order to produce uncomplicated data. For example, a structured questionnaire results in coherent answers. The quantitative method does not encourage flexibility. The method of collecting data determines variable responses which results in omitting some significant data that could be reflected if the administered method was flexible.

### **1.8.3 Approach of the study**

This study is detached from the quantitative approach in favour of exploratory research grounded in the qualitative method. Exploratory research often relies on secondary research, such as reviewing available literature or data. It uses qualitative approaches such as informal discussions with competitors and employees, and more formal approaches such as in-depth interviews, focus groups, projective methods and case studies. Accordingly, this study is conducted within the framework of social

science. The purposes of social science research are exploratory, descriptive, and explanatory (Babbie, 2008:97). Since it is challenging to obtain data from the previous studies done on this research topic, exploratory research will be preferable for the study because of its flexibility and capability to address research of all types. The exploratory approach operates essentially under qualitative research, whereby the results can explain why, how and when something is generated but often cannot tell how often or the quantities, and that can form its own disadvantages. In addition to its disadvantages, exploratory research is not classically able to generalize to the population at large.

The qualitative method will be used for this study to understand the implementation of policy, which is what this study seeks to address. The researcher emphasises the significance of the qualitative method for this study because of the type of research conducted. To begin with, it was highlighted in chapter one that this study is concerned with the results of ineffective policy implementation.

This study uses the qualitative method to comprehend the complexity of implementing policy. Information is gathered to uncover reasons behind the formation of weak policy implementation. An explicit articulation on the significance of the qualitative method on issues of education policy e.g. education policy implementation, is provided by Smit (2003:n.p.), which proclaims that, qualitative method on research conducted within education policy eases the analysis of policy as a result of findings collected through qualitative categories, such as those being exploratory and descriptive which leads to the appropriate investigation on ineffectiveness of policy implementation. The findings collected from the application of the qualitative method necessitates their analysis, and this study will therefore analyse the findings regarding the implementation of CAPS in the FET phase by applying Dunn's model of policy analysis which will be expounded in chapter 5 of this study.

#### **1.8.4 Target population**

It is imperative to also describe various attributes of the participants who contributed in the formation of CAPS. The DBE is a public sector institution responsible for developing policy, including CAPS, with the aim of adjusting NCS for achieving



quality education for grades R – 12. The DBE (2011a: 3) explains the process of conceptualising CAPS policy to have included working

“... With teachers and many people in the education community to ensure that the Curriculum and assessment policy statements are up to standard... Writing teams were appointed to develop CAPS for all approved subjects in each grade. Their brief was to use the National Curriculum Statement (NCS) as a starting point for filling in gaps, reducing repetition, and clarifying where it is necessary”.

Subject-based writing teams were selected by the DBE ministerial committee to work on developing the new policy (CAPS). The writing teams were made up of a selection of stakeholders. Most teams included at least one participant derived from the following entities: the national education or provincial education department, academics from tertiary institutions, consultants, subject experts, and teachers from public schools. Writers interacted with a reference groups; for example education specialists, DBE officials, one excellent subject person, and a phase specialist. There were a total of 175 of people that were responsible for drafting the document (Department of Basic Education, 2011b:13). This study will mainly focus on analysing documents that concentrate on the below subjects because they mainly determine the success of the implementation of education policy (see section 4.5 of chapter 4 and chapter 5):

- Government (Department of Basic Education): The supplier of CAPS and resources in support of quality education
- Teachers: Main implementers of CAPS
- Learners: Determine the achievement of quality education

### **1.8.5 Instruments/Methods**

To formulate representative data for the mentioned targeted variables in 1.8.4, the study proposes to use secondary methods of data collection. Data from secondary sources will be extracted from official government documents, the Constitution of the Republic of South Africa, 1996 and presidential and ministerial statements. In

addition, publication sources such as journals, newspapers, periodicals, articles and books will be read for data collection.

## **1.9 CLARIFICATION OF CONCEPTS**

Below presents the definitions formulated to clarify the key concepts used in this research study:

### **1.9.1 Public Administration and public administration**

Denhardt and Denhardt (2009:2) considered Public Administration as a study. Simply put, it is a study concerning the functions of government and its organisational structures. Public Administration includes the study of how the public sector/government operates in delivering public service. In contrast, public administration involves government's practices and the management of programmes. Public administration is concerned with the functions of state in human affairs; policy decisions and policymaking; and policy implementation processes, all of which form part of the practicality of government.

### **1.9.2 Curriculum and Assessments Policy Statement**

According to the Department of Basic Education (2014a: 8) a Curriculum and Assessment Policy Statements is "a single, comprehensive, and concise policy document which will replace the current Subject and Learning Area Statements, Learning Programme Guidelines, and Subject Assessment Guidelines for all subjects listed in the National Curriculum Statement". It forms part of the National Curriculum Statement Grades, which represent a policy statement for learning and teaching in South African schools.

### **1.9.3 Curriculum**

Curriculum consists of the set of courses that are offered in the formal learning environment. It may also form part of a procedures designed for the education system to achieve certain objectives of education. A curriculum is not a fixed plan; it may be changed or modified to a new one in order to improve a system of education. Holtzhausen (2012:147) affirms that:

“A curriculum is a plan for the process of learning and teaching and can be seen as a procedure for determining learning outcomes and the learning content of the specific module and the way in which students will be exposed to the learning content (the what). It also makes provision for assessment criteria as well as methods of facilitating learning and technology that will be used (the how)”.

#### **1.9.4 Department of Basic Education**

The Department of Basic Education is one of the South African government’s departments with the role of overseeing primary and secondary schools. It was created in 2009 after the national elections. It is derived from the former department named the Department of Education. The DBE is responsible for designing a basic education curriculum to ensure effective and efficient public schools operations (Department of Basic Education, 2010:2).

#### **1.9.5 Department of Higher Education and Training**

Department of Higher Education and Training forms part of the South African government’s institutions and is responsible for the coordination of the education and training sub-system of post-school education, including universities, Further Education and Training Colleges, Sector Education and Training Authorities, and Adult Basic Education.

#### **1.9.6 Emerging economy**

Emerging economy is a country that possesses potential in growing its economy, yet there are aspects which need to be attended to in order to reach stable economic growth. Farrell (2015:308) states that an emerging economy is characterised by continuous improvement of economic growth, as well as political and social transformation.

#### **1.9.7 Management**

Management is the state of organising duties to engage in the proposed objective to achieve positive results efficiently (Rao and Krishna, 2009:4). Management exists in the private and public sector to deliberately acquire the objective of the sector. It should be noted that the management in the public sector is complex compared to

the private sector. The public sector's mission is to serve society at large, whereas the private sector narrows the mission to uplift the interests of the individual.

### **1.9.8 Model**

A model is a strategic plan designed to assist people for the better understanding of the world. A model can also be a symbol or procedure that directs people as to how certain functions should to be conducted (Stanford, 2007:20).

### **1.9.9 National Curriculum Statement**

National Curriculum Statement is the reformed basic school curriculum which was succeeded by CAPS. NCS was introduced in 2004 and implemented in 2006. The curriculum aimed to address issues of the system of basic education for learners to acquire desirable education (Department of Basic Education, 2011c:3).

### **1.9.10 National Development Plan**

A National Development Plan is a document that covers policy agenda, as well as sets the role and strategies of the National Planning Commission. The National Development Plan consists of several chapters designed to achieve a vision for 2030. By the year 2030 the vision of the plan is to seek to eradicate poverty and reduce inequality in South Africa (National Planning Commission, 2011:16).

### **1.9.11 Policy**

Policy is a rule or what is regarded as decisions that will guide society at large or a certain institution. According to Baldock, Fitzgerald and Kay (2009:3), policy is an attempt by those working inside the organisation to think in a coherent way about what is to be achieved and what is needed to achieve it. Such thinking may be conducted at three levels: basic assumptions about the relevant facts and the values that should inform the approach; broad objectives; and detailed arrangements required to meet those objectives.

### **1.9.12 Skill**

Skill is the know-how or the ability to carry out certain duties professionally. A skill is developed through experience or training and is required at any field level to perform duties appropriately (Harrison, 1993:264). Skills, however, may vary. There are soft

skills, which refer to the ability to deal with people of various personalities, and hard skills, which refers to the ability to practically engage duties for proper completion.

## **1.10 PRELIMINARY FRAMEWORK FOR THE STUDY**

Chapter one introduced the study and established a clear focus of the study. This chapter also covered the background of the research problem in the form of a summary. Readers were provided with a brief literature review related to the issue being researched. The problem statement was elaborated on to convince readers that poor quality of education will persist if proper alterations are not made to create quality of education. This chapter presented the introduction where it highlights part of research methodology and an outline of why the particular research was chosen.

Chapter two focuses on establishing an entity of knowledge concerning Public Administration and public administration so as to highlight the ways in which they both relate and function to transform the objectives of the institutions into reality. In addition, the theoretical framework of public policy within government will be outlined as a result public policy is supremacy in government.

Chapter three covers the idea of the building blocks of quality education. It will give clarity on the question of “which approach is applicable to establish quality of education”. This appears to be a challenging task within the DBE in determining a suitable approach for implementing quality of education. In addition, this chapter extends to present approaches considered by South Africa’s counterparts in Brazil, Russia, India, and China, who together form the entity known as BRICS. These approaches will be analysed to determine what bolsters their quality of education in comparison to that of South Africa.

Chapter four highlights that similar to other basic education phases, the FET phase involves a strategic setting which highlights structural approaches undertaken by the DBE to accommodate the implementation of CAPS in the FET phase. Therefore, this chapter uncovers structural approaches by the DBE in support of the implementation of CAPS in the FET phase and related existing cases. This arranges this study to ultimately establish the findings of the study topic.

Chapter five analyses and interpret the findings of the research. This chapter provides an analysis of CAPS in the FET phase by reviewing the previous chapter. Existing loopholes that trigger the gradual loss of the essence of policy in its technical implementation will be analytically identified. This will determine the extent to which the CAPS in the FET phase is affected in its implementation process.

Chapter six will offer recommendations based on the study. In addition, final remarks will also be covered in this chapter. The study concludes by indicating the vital aspect of the research chapters in summary. This will indicate that there is a necessity to invest in and attain effective policy implementation for quality of education in upper secondary education.

## **1.11 CONCLUSION**

The struggle to achieve quality of education in South Africa still continues. However, this not only concerns the government but learners, parents, academics, and labour markets. Quality of education is significant to secure the state's development while poor education interrupts development. Therefore, effective policymaking and implementation are a precursor to quality education.

This study realises that FET phase of CAPS is a newly-established educational policy that aims at providing quality of education to public schools learners. This gives the perspective that South Africa has been altering several previous education policies with the goal of attaining quality of education for all public schools. However, many learners from poor backgrounds have not experienced quality education. Consequently, this study analyses CAPS to pinpoint loopholes that require interventions by the DBE before CAPS fails as other curriculum have done before.

The study focuses on the implementations of CAPS for grades 10 to 12. These grades are important in the preparation for post-school education. As previously mentioned, several scholars have stated that the drop-outs and failure to complete degrees result to shortage of skills and it is the consequence of poor education provided by basic education.

## CHAPTER 2

# THEORETICAL FRAMEWORK: UNDERSTANDING PUBLIC ADMINISTRATION AND PUBLIC POLICY WITHIN THE CONTEXT OF CAPS FET PHASE

### 2.1. INTRODUCTION

In any democratic state, the principles of democracy acknowledge government as the political authority. It implies that government is responsible for regulating the prosperity of society and to maintain the common good. The institutions of government designed to offer services to society are typically labelled as public institutions. The modern state is faced with challenges as consequence of growing demands among societies for government institutions to respond with increasing advances in technology, health care, employment and the desire to improve living environment, as well as tackle crime and poverty (Pruthi, 2005:4).

The failure to address growing demands among societies raises complex issues, which, in turn, tend to undermine governments that have weak public administration systems. Weak public administration implies the operations of government institutions are ineffective in dealing with complex societal issues. In contrast, governments with healthy public administration develop efficient and effective policies to deal with complex societal issues. Scholars such as Woodrow Wilson realised the necessity to initiate the awareness of understanding public administration in order to assist in the supervision of the apparatus of government. Raadschelders (2011:25) declares that:

“Public Administration (field of study) emerged as the academic response to the combined effects of industrialisation, urbanisation, and population growth upon the fabric of society prompting citizens and public professionals to urge for more and better government intervention”.

In this regard, public administration as government practice is slightly different from Public Administration as a discipline. Public Administration as a discipline is offered in learning institutions to prepare individuals, through its study, to perform effective public administration (practiced in government) and to manage effective service delivery. In this sense, Public Administration as a field of study is also useful to public officials at any rank to equip themselves with academic knowledge of Public Administration in order to understand and cope with public administration for the purposes of efficient governance (O’Leary, Van Slyke and Kim, 2010:185).

There was a need in this introductory section to briefly reflect on the landscape that surrounds the government in order to express the value of administration in government. While the focus is on public policy, its implementation is embedded in public administration. This chapter will be concluded by discussing the setting of public administration; a brief administrative background of the DBE, public policy, policy management, and policy analysis; and lastly the interpretation of public administration and public policy.

## **2.2 MEANING OF PUBLIC ADMINISTRATION AS GOVERNMENT PRACTICE AND DISCIPLINE**

The term administration is generic in nature. Consequently, it is exercised in any public or private institution that intends to realise its common objectives. Administration refers to operations executed by individuals in any organisation to attain targeted results. The subject of this study is rooted under the public domain, and therefore it inspires the notion of public administration. Explicitly, public administration is conducted only in government institutions (Pruthi, 2005:2).

### **2.2.1 Public administration as government practice**

Since government operates through its institutions, the institutions vary in each country, vis-à-vis methods they use to accomplish government goals. For example, the methodology of public administration is not static. It offers government institutions alternatives to adopt the style of administration they prefer. In this regard, there are government institutions that prefer a centralised structure as opposed to a decentralised structure to manage public administration (Ezigbo, 2012:125). For example, the organisation may opt for centralised structure of administration in



decision-making within the organisation, and to concentrate decision-making powers to management level. This implies that the subordinates receive little or no impact in decision-making within the organisation. In spite of this, a decentralised organisational structure of administration permits the subordinates to partake more actively in decision-making (Needham, Dransfield, Coles, Harris and Rawlinson, 1999:232).

Peters and Pierre (2007:4) advise that public administration must be largely realised by bargaining and governing through instruments such as effective communication and contracts, rather than relying on direct authorities to achieve government goals. Peters and Pierre emphasise that public administration can be positive when a decentralised structure is realised within government institutions. A similar argument regarding decentralised structure is provided by Basu (2004:27), who argues that there is a necessity to establish a decentralised structure of government organisation in order to respond effectively to the changing needs of the environment. Wittenberg (2003:4) states that decentralisation is the pillar for policy development and eases democratic interaction between the government and its citizens, as observed in many organisations that uses decentralisation. It is therefore plausible to assert that decentralisation in organisation is a device to enhance democratisation, as opposed to a centralised structure.

Consequently, public administration reflects a kind of relationship between people and government. As a result of distinctive methods and complex issues approached by government with the use of administration to build a welfare state, there is no settled specific denotation of public administration. Scholars have tried to provide acceptable definitions that provide greater understanding of public administration as government practice:

- Naidu (2005:4) reflects that public administration simply means governmental administration.
- Peters and Pierre (2007:2) settle the meaning of public administration through the accepted belief that it comprises the bulk of government employment and activity.

- Pruthi (2005:2) establishes public administration as it being an instrument for translating political decisions into reality; it is the action part of government and the means by which the purposes and goals of government are realised.

From the above definitions, public administration can be described as duties carried out by government for the purpose of effective public policy outcomes. Accordingly, public administration as practice, duties or activities carried by government is merely an art. This generates the perception of considering public administration as an art of getting things done (Khan, 2008:3). As a result, activities carried out in government to realistically achieve political goals are more practical than theoretical. Naidu (2005:14) argues that a skilful administrator is capable of implementing a government's political goals efficiently to achieve desired public policy results. Public administration is therefore the act of getting things done which makes it an art.

This implies that for public administrators to conduct public administration, they should acquire skills. Public administrators with a lack of skills to practically conduct the affairs of the state lead to the malfunction of public administration. Public Administration as field of study asserts that public administration is a science when it is engaged academically for the purpose of attaining proficiency in provision of public services, though there is dispute as to whether to characterise public administration as a science (Thornhill and Van Dijk, 2010:95). Subsequently, it is imperative to unfold Public Administration as a field of study to understand its role more clearly.

### **2.2.2 Public Administration as a field of study**

Public Administration, in contrast with the practical public administration conducted within public institutions, is the field of study offered by academic institutions. The systematic theory of public administration was fuelled by Woodrow Wilson's article titled "The Study of Administration" in a journal identified as "Political Science Quarterly" in 1887. The theory outlined in the article was proposed to comprehend and discover effective ways for attaining quality of public administration. Theory of public administration has led to the design of Public Administration as a field of study (Thornhill and Van Dijk, 2010:99). It is credible to define Public Administration as the study concerning the operations of the spheres of government, such as national,

provincial and local government. In support of this, below are various definitions of Public Administration offered by scholars.

- Raadschelders (2011:12) states that the study of public administration is focused on the structure and functioning of government in relation to the demands and needs of citizenry living in a state's particular, and, in terms of jurisdiction, well-defined, sovereign territory.
- Pruthi (2005:2) asserts that Public Administration is a specialised field. It essentially deals with the machinery and procedures of government activities.
- Khan (2008:5) reflects that Public Administration is an interdisciplinary field borrowing from different disciplines: Political Science, Sociology, Psychology and Business.
- Naidu (2005:4) maintains that Public Administration is the study of the management of public agencies that carry out public policies in order to fulfil the state's purpose in the public interest.

### **2.2.2.1 Why study Public Administration?**

Modernity within society has to be supported by government to improve the environment and the existence of its citizens. Public administrators have to acquire an academic background in preparation to meet the demands of governments. Studying Public Administration incorporates numerous essentials listed below (Khan, 2008:16).

- Public Administration assists in understanding the framework of policy implementation: The main phenomenon that resulted in considering public administration in government was to transfer policy ideas drafted by policymakers into reality. Policy implementation can result in effective or ineffective outcomes, depending on the skill and flexibility of public administrators. It is necessary for public administrators to comprehend how public institutions operate in order to manage policy implementation. Thus, studying Public Administration eases the management of broad issues required to be overcome by public administrators in order to attain positive policy results.

- Public Administration helps to understand the links and differences between politics and administration: Public administrators will be able to recognise their core role instead of being influenced by politics. This leads to understanding and commitment by administrators on practices carried out by government in order to achieve the common good within society.
- Public Administration assists public servants in realising the strength of management in the public sector: Management can improve skills of public servants in order to manage projects and complex duties in government.
- Studying Public Administration aids in relation to budget and fiscal administration: Knowledge on budgeting is useful for understanding and informing issues concerned with the allocation of public resources and making the decision-making process easier or more fluid. Budgeting and fiscal administration are receiving more attention in modern public institutions.
- It is essential that public administrators familiarise themselves with necessary universal issues faced by various governments: In this case, public administrators have to be capable of tackling new arising issues that necessitate government's intervention. For government to achieve its goals it relies on the necessary knowledge and efforts contributed by public administrators.

From the above it is plausible to assert Public Administration as a science. As stated by Clark (2007:2), "science is evidence-based and fuelled by facts, formulas and obedience to the letter-of-the-law with a belief that things happen for a reason". The collective theory of Public Administration relates to social science to form a science of administration (Khan, 2008:5 and Thornhill and Van Dijk, 2010:106).

### **2.3 ADMINISTRATIVE BACKGROUND OF THE DBE FET PHASE**

DBE administration is underpinned by principles of democracy as enshrined by the 1996 Constitution of the Republic of South Africa. Though chapter 10 of the Constitution of the Republic of South Africa, 1996, provides guidelines for DBE's administration, the chapter is not the sole guide to the DBE. The chapter makes provision for each public institution to develop guidelines when conducting its

administration. The democratic values and principles that guide or govern public administration comprises of:

- The promotion and maintenance of high ethical standards.
- The promotion of effective and efficient use of public resources.
- Public administration must be development-oriented.
- Service delivery must be provided in considering the principle of spatial equity.
- Effective response to people's needs and the promotion of public participation in policymaking.
- Citizens must be informed adequately to maintain transparency.
- The human factor must be sustained through providing career-development practices to strengthen human capability.

Due to the necessity for public institutions to conform to the South African democratic constitution, it is important to review the internal branches of the DBE organisational structure and its founded legislation on accommodating the mentioned values and principles that govern public administration. Logically, the branches of the DBE organisational structure are established as follows (Department of Basic Education, 2013b: 9):

- Finance and Administration Branch (Branch A). The employees' comprehensive function is to offer administrative assistance for the complete department.
- Curriculum Policy, Support and Monitoring, (Branch C). It develops curriculum and assessment policy while also providing support, monitoring and evaluating curriculum implementation.
- Planning and Delivery Oversight Unit. Provides relevant assistance to the Ministry and Department to sustain strategic goals.

- Planning Information and Assessments (Branch P). It is a branch that enhances quality of education and efficacy of service delivery within the Department. This is achieved through monitoring and evaluation, planning and assessment.
- Social Mobilisation and Support Service (Branch S). It is accountable for the delivery of relevant social support to teachers and learners in schools. In this case, the Department liaises with the Department of Sport and Health to enhance the provision of social support.
- Strategy, Research and Communication (Branch R). It supports the coordination and implementation of departmental, sector-wide and cluster programmes of action.
- Teachers, Education Human Resources and Institutional Development (Branch T). It promotes quality of teaching and education institutional performance through effective supply to progress and utilisation of human factor for learners' development through quality learning.

The units or branches of the DBE reflect the role and responsibilities of the organisation. The control and sets of guidelines reflected above constitute the newly amended branches of the organisational structure of the education department. Post-Apartheid the DBE has experienced structural alterations. The motive behind these changes was to gradually eradicate education organisational structures that were settled by the Apartheid system (Naidoo, 2005:23).

Assessing the current DBE background of public administration, it reflects the modern decentralised organisational structure (Boateng, 2014:9). The purposes of the organisational branches are systematically itemised and provide the scope of decentralised duties so the officials at any given level (managers and subordinates) are able to engage with each other in decision-making, whereby they become exposed to promoting democratic decision-making. This implies that public managers cannot solely engage in planning to remedy complex societal needs without the assistance of the subordinates. Cooperation to administratively implement the policy is necessary in any democratic state (Brynard, 2005:10). Thus policymakers have a duty to ensure the policy is designed to encourage the

democratic style of administration within public institutions for government officials to easily adapt into changing policies.

The designed legislations that integrate in the FET phase to further the democratic principles of public administration by supporting the decentralised functions of the DBE briefly comprises of the following (Department of Basic Education, 2010b:10):

- With regard to the Department of Basic Education: National Education Policy Act, 1996 (Act no 27 of 1996), education district offices are responsible for ensuring the provision of access to high quality education, including the roles and responsibilities that supposed to be undertaken by districts officials. Districts offices liaise with provincial education departments, including their respective education departments and the public. However, the Minister, in collaboration with national and provincial governments, is responsible for directing the National Education Policy Act (NEPA), 1996 (Act 27 of 1996), which allows for public participation opportunities in policymaking process, to overcome matters of education and build capacity within the Department for effective management of the national education system.
- The National Education Policy Act (NEPA), 1996 (Act 27 of 1996), drives the Minister, national and provincial authorities to respond national system of education, legislative and monitoring established responsibilities. Also, it promotes the establishment of the Council of Education Ministers (CEM), including the Heads of the Education Department Committee (HEDCOM), as an intergovernmental forum to be accountable for designing the new education system (Department of Basic Education, 2013b:7). Consequently the formation of the CAPS FET phase became inclusive in that the ideas used to formulate CAPS were drawn from an assortment of inputs provided by various consultants, stakeholders, and relevant public officials from three spheres of government.
- The South African Schools Act (SASA), 1996 (Act 84 of 1996), the law that covers the South African schools, emphasises and enforces the value of equal treatment of learners in every school to preserve the principles of democracy within the system of education. Despite the fact that SASA has

previously made a positive impact towards upgrading the number of literate citizens in South Africa, persistent disparities unfortunately affect the DBE public administration's objective (OECD, 2013:34). The Education Laws Amendment Act, 2005 (Act 24 of 2005) is proposed to contribute to the alleviation of disparities in schools through providing unrestricted access to education for the poor. In addition, the Education Laws Amendment Act, 2007 (Act 31 of 2007), among others, provides for the responsibilities of principals and teachers to manage and overcome mistreatment in South African schools (Department of Basic Education, 2013b:7).

- Employment of Educators Act, 1998 (Act 76 of 1998) compels educators to conform to professionalism and ethical conduct endorsed by the DBE. South African Council for Educators (SACE) provides management for how learning is conducted in schools. Realising that learning has to reach all those expected to be in the education system, the Education White Paper 6 on Inclusive Education is believed to ensure inclusive learning in all phases of basic education by 2020, and provides resolutions to learning barriers. In addition, for the DBE to ensure that the standard of FET phase and other phases are monitored, the Umalusi Council, NQF Act, 2008 (Act 67 of 2008) and the General FET Quality Assurance Act, 2001 (Act 58 of 2001) are established to maintain monitoring (Department of Basic Education, 2013b:7).
- The Basic Education Laws Amendment Act, 2011 (Act 15 of 2011) provides guidelines that affirm the exclusion of the influence of political parties in public schools and the use of school assets for political reasons. In extension, it ensures that SGBs do not involve themselves in contracts, including loans, - which may lead to far-reaching negative results for schools without being licensed by the provincial MEC of Education (Department of Basic Education, 2013b:7). These legislations and policies shape the administrative process of the DBE to fulfil the Action Plan 2014: Towards the realisation of Schooling 2025, which is a long-term sector plan used by the DBE to measure its performance by meeting its goals. The mission and goals that should be completed by the DBE is well reflected by the South African national policy, termed the National Development Plan, which is provided by the National Planning Commission.



The above-mentioned policies can only direct the country through effective implementation processes. The consequences of the implementation of the policy determine the status of development, whether within the political, social, economic or cultural context. According to Mothata (2000:18), South Africa has made significant progress as a result of the democratic education policies. Diverse education policies established after 1994 were correcting undemocratic policies enacted before 1994. Yet the outcomes of education do not represent the objectives of basic education that are derived from the decisions made by the DBE. According to Nkabinde (1997:2), there should be an actual strategy or proper education system to rectify errors that creates the failure to attain the objectives of the DBE.

Sayed and Jansen (2001:7) highlight that, in South Africa, various educational reforms have been recommended, yet there is a struggle to experience successful policy implementation. Generally speaking, South Africa suffers in managing the implementation stage. This is reflected by the poor service delivery which has resulted in several protests. According to Brynard (2007:357), an example of that which has led to ineffective policy implementation in South Africa are the improper calculations of the factors which can interrupt policy outcomes. In this case, policy evaluation in South Africa is unable to determine and measure possibilities that can affect policy consequences.

Cloete (2009:293) substantiates that the reason South Africa struggles with policy implementation is the result of an undeveloped system that concentrates on monitoring and evaluation. Since 2005, South Africa has not been properly involved in careful monitoring of the implementation process to determine policy outcomes. A government-wide Monitoring and Evaluation System (GWM&ES) has been initiated in 2006 to operate and assist in the monitoring and evaluation system across all spheres of government. Cloete (2009:293) points out that GWM&ES faces obstacles to monitor effectively as a result of the absence of its formal structure; there is no clear line of authority in the system and frequent turf battles cause conflict and confusion among stakeholders. For these reasons it is significant to elaborate on how policy operates in order to understand its context.

## **2.4 PUBLIC POLICY INTERRELATE WITH PUBLIC ADMINISTRATION**

Public policy is regarded as a decree carried out within government institutions to fulfil government's intentions. In order to discover the association of public policy and public administration, it is important to examine what occurs within the context of public policy. Public policy is the complex field of social science that involves numerous factors in its formation, as outlined below.

### **2.4.1 The perceptions of public policy**

Substantiation on the notion of public policy as a complex field can be drawn from Morçöl (2012:10), who proclaims that:

“Public policy is an emergent, self-organisational, and dynamic complex system. The relations among the actors of this complex system are nonlinear and its relations with its elements and with other systems are co-evolutionary”.

This suggests that there is no single established definition of public policy agreed upon. Scholars uphold various perspectives that build a range of public policy definitions. With regard to Siu (2014:3), public policy incorporates formal and informal decisions engaged by government to realise the common good through strengthening the economic, social and political context.

The study of public policy can be traced back to the 1950s, where researchers and government experienced difficulty with regard to accomplishing policy outcomes. Students and researchers from the field of political science were lead to research and undertake public policy in order to meet government's objectives (Sapru, 2004:2). This places public policy as a source of development that governments rely on. In this case, public policy is formed by political decisions and executed through public administration.

There is a difference between policies carried within public institutions and those of private organisations. Public organisations are political institutions that are restricted by the constitution in their operational framework. These organisations exist to serve society for the public interest. In contrast with public organisations, private organisations do not operate according to the laws of the public to serve the whole of

society. However, they operate to serve the interests of those who have established such private organisations (Vusa, Stewart and Garson 1998:18).

It is therefore plausible to regard policies of public institutions as more sensitive than those of private organisations. Public policy determines the success of the state economy, social welfare, harmony, and rule of law. This indicates that governments are capable of negatively or positively controlling the affairs of the state through public policy. If public policy is implemented negatively by government leaders, the economic growth will be delayed and private organisations will arguably not acquire a positive environment in which to operate. When government leaders realise the sensitivity of public policy and use government policy positively, the economy will flourish. Brynard (2003:303) examined policies that relate to the Okavango River Basin, and the results show that public policy is sensitive and necessitates careful guidance. This supports the notion that public policy should be undertaken when its background is understood. Carefully led public policy should range from policy design, implementation and analysis to management.

#### **2.4.2 Policy design**

It should be noted that the most acclaimed policies in the modern era are those embraced by government institutions that realise the essence of democracy. Bernstein (2014:5) maintains that

“Democracies can accomplish things that cannot be done in authoritarian states. Both elected leaders and their citizens can use the many rights, freedoms, processes, and institutions that comprise democracy to improve institutions when they falter or fail: fight the scourge of corruption; argue for the rule of law, an independent judiciary, better legislation and, regulations; give legitimacy, and create support for policies which may at first seem difficult to accept”.

To create inclusive growth for the society, ideas considered to design policies should reflect the supporting principles of democracy. In order to design policy there should be an identified problem within the society (Brynard, 2003:304). Society is a complex phenomenon, with people who continuously experience arising civic problems. Within each society, problems which arise differ with regard to scope and forces

(Brynard, 2003:306). This implies that the societies of various states experience various issues such as crime, health, poverty and so forth; these may fall under the context of either a political, economic, cultural or social landscape. These issues become identified problems if they contribute to civil unrest or negatively impact society.

Before identified problems can receive attention under policy design, they should firstly be captured under the setting of an agenda. Not all problems are captured under an agenda by governments because they have limited resources to provide solutions for all societal problems at once. Thus, every identified problem is examined to measure its negative impact towards society, and if among the identified problems there are those that constitute leading negative impacts or require major attention they then receive priority under an agenda setting (Cloete and Coning, 2006:94). In this instance, agenda setting is crucially used to determine which problems identified by various institutions or communities necessitates serious attention for the government to address. Consequently, understanding problems identified under agenda setting is crucial for the purpose of drafting policies that will have explicit objectives.

Democratic countries that strive for development for the interest of the society can encounter difficulty in prioritising problems under agenda setting when sociological perspectives of the country are not comprehended. This signifies that it is important for policymakers to be familiar with the behaviour of groups of people within the society. For example, when poor service delivery in certain South African locations is experienced, employees' strikes and violent protests in communities arise, which results in property damage. In addition, issues of basic education in South Africa led teachers to resort to striking in 2007 and 2010, which caused learners to experience delays to be engaged in their learning areas. These kinds of behaviours assist in (e.g. government) comprehending how human beings can take great risks so that they can drive their problems into manifesting as government agenda so that they can be satisfied by policy (Rossouw, 2012:1). Policy makers should be wary and act to incorporate problems that inflict more harm within the society into agenda setting than less impactful problems. Cloete and Coning (2006:89) extensively elaborate on factors that are capable of influencing agenda setting, as shown below.

#### **2.4.2.1 Elected political office-bearers**

Elected political office-bearers comprise of the political representatives elected by society through democratic elections. Political representatives and the executive branch of government are therefore licensed to lead in shaping the agenda of government. The executive branch of the government has a dominant role in influencing the policymaking process. It has authority to control government resources and how the allocation of state funds should be directed. In addition, the judicial and the legislature play an overseeing role concerning issues that may be appropriate for agenda setting (Cloete and Coning, 2006:89).

#### **2.4.2.2 Appointed officials**

Appointed managers have considerable authority to influence what should be considered within the agenda setting. However, they operate closely with elected politicians to whom they are accountable to for government responsibilities. Public managers facilitate the authority to transfer decisions of government into reality (Wu, Ramesh, Howlett and Fritzen, 2010:8).

#### **2.4.2.3 Courts of law**

With regard to the legal background, legal entities can influence the policymaking process by informing and substantiating on why certain issues should or should not be undertaken in agenda setting in order to realise the laws that protects society (Davis, 2005: 33).

#### **2.4.2.4 Civil society, business, labour interest groups, and individuals**

These groups are capable of mobilising their own resources to attain their desired goals. In the case of South Africa interest groups on the issue of gender politics, campaigns against the abuse of women and children have influenced policy agenda. However, gender equity and injustice within the society have received enormous attention from government since 1994 (Geisler, Makgope and Svanemyr, 2009:2). According to Thynsma (2012:12), “the effectiveness of interest groups in influencing elections, driving public policy, and framing those issues that raise public concern is perhaps at its zenith”.

#### **2.4.2.5 Media**

In democratic states, the media plays a vital role in informing citizens about the state's economic, political, social and cultural affairs. The influence of media in policymaking processes and agenda setting is unavoidable. Through media, issues that cause community unrest or threaten the dominant power relations have considerable opportunities to be prioritised under agenda setting. Essentially, the media has the capability to reveal hidden issues within society for transparency purposes. Thus, societies can hold bureaucracy accountable through the influence of media that is free and fair. This implies that media can strengthen the essence of democracy within societies that value the principles of democracy (Cloete and Coning, 2006:91).

Policymakers who are willing to design democratic policies act in their capacity to overcome societal problems, despite encountering factors that influence agenda setting. Accordingly, it is also imperative for policymakers to be able to identify bottlenecks that may constrain the objectives of policy.

#### **2.4.3 Factors that might constrain policy objectives**

Designing policy with a clear sound objective necessitates a careful consideration of the factors that might disrupt the objective of the policy. The below points encompass factors that might constrain policy objectives.

##### **2.4.3.1 Budgetary constraints**

An acceptable policy adequate requires resources. Making resources available for the designed policy entails the allocation of state funds. Policy analysts have to be sensitive to whether there are adequate resources, both human capital and budgets, to ensure successful implementation. It is, however, pivotal to regard the available budget and measure its suitability in order to support the implementation stage of the particular designed policy (Cloete and Coning, 2006:102).

### **2.4.3.2 Political influence**

Politicians, bureaucrats, capitalists and non-governmental organisations may seek to shift the outcomes of the policy that is meant to benefit society for their own interests or purposes. Policymakers should act neutral and professional, furthermore and realise that policy should not be designed to benefit the elite or politicians, but instead the whole of society.

### **2.4.3.3 Organisational and technical constraints**

Basu (2004:27) reflects that “appropriate decentralisation of authority and modification of hierarchies of control and subordination, for instance, need conscious review so that the structure becomes relevant to the changing needs of the environment”. This indicates that the modern decentralised organisational structure is supplemented by an appropriate work force, provides an encouraging working environment to produce positive organisational outcomes. In contrast, an old centralised organisational structure, accompanied by an unskilled work force, may discourage the essence of the designed policy to achieve its purpose.

### **2.4.3.4 Inadequate information**

Certain information such as the exact allocated finance for service delivery projects in certain public institutions is not made transparent to the policy makers by managers. This may impact negatively on the formation of policy. This issue is also pronounced and faced in research in the stage of data collection from respondents. For example, if respondents hide relevant information from the researcher, the study might lead to impartial findings. Policy makers should be mindful concerning information they admit from researchers before designing a policy.

### **2.4.3.5 Legal obstruction**

Policy design bargains on the idea that policy makers should avoid inscribing errors that go up against regulations. This signifies that policymakers should familiarise themselves with the legal background of policies in order to bypass legal constraints that might limit the policy from achieving its desired outcome at a later stage.

#### **2.4.3.6 Information overload**

Relevant and adequate information results in the simple management of information for outputting relevant policy content. Complex abundant information has the tendency to complicate the analytical capacity of policymakers, which might also leads to the creation of unsuitable policy.

#### **2.4.3.7 Fear of change**

According to Sengupta, Bhattacharya and Sengupta (2006:3), fear of change occurs in two forms; namely, individual and organisational. Individuals may fear change if it brings the unknown. The drive behind this fear is the need to operate with new strategies that might require extraordinary effort to achieve the goal of the organisation. For example, individuals might be required to interact with external employees in order to maintain flexibility within the workplace for the purpose of achieving certain policy goals. However, inadequate skill among employees to meet the demands of change may lead to a greater resistance to change. In addition, the entire organisation, specifically at the management level, may fear change as a result of lack of organisational resources and may be plagued by unfit organisational structures to manage certain policies. Roux (2002:420) reflects on how change is considered in public institutions: “Change may be regarded as a complex strategy intended to change beliefs, attitudes, values and the structures of public institutions so that they can better adapt to new technologies, market and changes [of globalisation]”.

The long, untransformed apparatus of the public institutions may be unable to cultivate innovation within the state, which makes it a challenge for policy that aims for development in order to succeed. Ezigbo (2012:126) provides forms of decentralisation which can be beneficial to the functioning public institutions at large and for them to overcome the fear of change.

- Political decentralisation: Through the form of public participation in government, political decentralisation aims to provide citizens with the opportunity to engage in public decision-making. It enhances the idea of democracy. Thus, citizens will be able to experience freedom through free interaction with the government in order to ease the process of engaging in



policy formulation and implementation between citizens and government (Ezigbo, 2012:126).

- Administrative decentralisation: Suggests that authority is delegated from the central offices of national government, towards the provincial, and ultimately to the local sphere of government. As public policies require public administration in order to operate in reality, public officials are required to use their flexibility to gradually adapt to change for the purpose of engaging in the sphere expected by the latest designed policy. Administrative decentralisation assists public officials in overcoming fear of change (Ezigbo, 2012:125).
- Fiscal decentralisation: is the fundamental function of government, as a result of policy implementation. Public funds are distributed from national towards local government. This form of decentralisation also encourages public officials at all levels in government to be accountable. In addition, fiscal decentralisation extends and supports competence of government watchdog bodies that aim to hold public officials accountable to the state budget (Ezigbo, 2012:125).
- Economic and market decentralisation: Providing other functions which are presided over by government and are to be performed by private or semi-private sector is another form of decentralisation which allows government to interact with the private sector. Economic and marketing decentralisation provides an opportunity for interaction between public and private employees in order to update each other concerning matters of the economy. In this case, government is required to consider maintaining change in its institutions in order to accommodate policies that are based on innovation because in this modern era it is the mission of both public and private sectors to harness innovative measures for development in society. Policymakers should seek a suitable approach in advising the public sector on how to connect with its stakeholders in the economic context to avoid being left behind with regard to modernisation (Sengupta et al., 2006:3).

#### **2.4.3.8 Over-quantification**

Since policy design and analysis requires suitable tools to measure its appropriateness in society, the tools may consist of qualitative or quantitative methods of measure. The consideration of excessive quantitative data may lead to overwhelming and complicating the main objective of the policy towards achieving the needs of the society. The study of government and society mostly falls under the social context (Cloete and Coning 2006:103). The qualitative method of data collection, which prefers common sense, good judgment and logical reasoning, may reassure policy makers in understanding and clarifying the focus of the policy.

#### **2.4.3.9 Subjectivity**

Government is the complex public entity with the purpose of securing well-being of society. The policies undertaken by government motivate peace and development towards society. Policy makers are entrusted to structure policies in the interests of society (Anderson, 2014:150). Using subjective ideas in determining recommendations for policy are downgraded in policymaking. Policy makers therefore need to be objective towards the recommendation of policy.

#### **2.4.3.10 Inadequate satisfactory of divergent needs**

Getting an appropriate answer for questions raised in public is often challenging. Community members have debateable questions which may lead to answers that complicate each other. For example, certain elements of society might demand the reduction of crime by taking the law into their hands. However, it might seem a more suitable idea for maintaining peace within society. In that case, if the latter strategy is approved by government, the main role of the police might seem undermined by the actions of those elements in society.

Policy design is a complex task that compels policymakers to possess broad knowledge for appropriate decision-making so as to design sound policy. Modern conflicting issues that arise from society have a tendency to overwhelm government (Zahariadis, 2003:1). Policy makers are approached with the task of making concrete decisions as the approach to resolve issues within society. The ultimate decisions that will be considered concrete and final decisions have to make a positive impact

within society. Moreover, this suggests that the outcomes of any implemented policy are the result of the final decision taken during decision-making (Gerston, 2010:91).

It is probable to assert that decision-making in the policy-making process should be driven by the so-called careful approach step. To justify the statement, is to look at scholars such as Anderson (2014: 134) and Cloete and Coning (2006:121) in clarifying three theories that can be useful for decision-making by tabling the decision-making process and its requirements. Cloete and Coning (2006:121) have offered a distinctive decision-making approach that should be considered by policymakers before actual decisions can be settled. It should be recognised that approved decisions to design policy determines the effectiveness of the policy as the policy is supposed to respond to what is set in the content by decision-making.

#### **2.4.4 Meaning and theoretical perspective of policy implementation**

Policy implementation denotes the administration of the adopted policy by public administrators (Anderson, 2014:5). Policy design is a recognised duty that should be controlled by policymakers. Public managers or administrators are therefore left with the responsibility of adopting the final decision of the policy in preparation for the implementation thereof. Government affects society through the suggested policy for implementation. Implementation of policy features systematic channels that direct and assists public administrators to succeed the implementation process. Public administrators should ensure that they scrupulously embed themselves within the entire idea of the policy (Peters and Pierre, 2007:3). The right idea of the selected policy must be implemented in a correct manner in order to achieve its effect within the society.

Public officials that are entrusted to carry out the implementation of policy should be prepared with relevant knowledge to drive the implementation in an acceptable manner. Geyser (2000:40) argues that “a curriculum is only as good as the teacher who implements it”. This reflects as advice that affirms that, although the policy might be philosophically sound, the employees who are to carry out such policy might not commit to implementing it. Likewise, public institutions are responsible for the objective of the policy, which should have the capacity to provide resources and relevant structures to support the implementation stage. In easing execution of public

policy it is critical for government to maintain regular consultation with clients to assist in policy implementation for effective and efficient purposes.

#### **2.4.3.1 The meaning and theory of policy evaluation**

Policy evaluation is the phase where assessment of implemented policy exists to verify whether the consequences of the policy have affected society appropriately or inappropriately (Cloete and Coning, 2006:196). Evaluation of policy offers the image concerning the outcomes or outputs of the policy. Relevant evaluators will therefore intervene to measure if the outcomes of the policy or the designed policy are relevant to the goal of the policy. Prior various education policies in South Africa were altered or innovated as a result of policy evaluation which has determined the rigidity of policy results (Gerston, 2010:120).

An evaluation of policy may undergo a formal or informal stance. For example, formal evaluation signifies that an evaluator uses a rigorous knowledge system to assess the results of the policy. Informal evaluation subsists when systematic and precise tools of evaluation are not used, yet normal detection of the policy results is used by an individual or evaluator to measure the success or failure of the policy.

#### **2.4.3.2 Constraints on policy change and countering strategy**

Alterations of outdated policy to implement new policy that attracts innovation or aims at installing peace is subject to government. However, not all suggested policy for implementation will be accepted in any government institution as a consequence of certain constraints. Constraints caused by negative attitudes among employees towards alterations of already existing policy to be replaced with the new policy may contribute to the negative impact on new policy. Major change of policy is significant, but it is impossible with the absence of administrative and political keenness (Cloete and Coning, 2006:226).

The ineffective correlation between ministerial support and public managers may drastically affect the substance of policy. In addition, poor communication, consultation, reporting and management within the organisation cannot boost its capability, and is therefore set to be another constraint. Sapru (2004:281) argues that the interference of politics among official government employees poses as a major constraint on the recognition of policy. In addition, policy design without

adequate consultation of relevant legal departments may present restrictions for the complete designed policy. As a consequence, legislative institutions maintain the final word in policy execution. Furthermore, the legislative process that commands policy is complex. It can contribute to policy constraints as a result, and public managers or administrators might feel reluctant while stating such a complex legislative process as an excuse. If these constraints are overlooked, successful policy management in both policy design and implementation will not be experienced.

## **2.5 POLICY MANAGEMENT**

Public policy can be managed effectively by using applicable philosophical (science) and practical (art) tools. According to Brynard (2003:313), “policy management is regarded as a comprehensive umbrella term that refers to a specific effort to improve policy implementation, as well as the capacity to manage and facilitate the policy process”. There are inevitable circumstances which cannot be prevented from leading the designed policy towards failure. Actors involved in policy making must be conscious of the phenomena that may prevent policy from its success, as discussed below.

### **2.5.1 Poor policy design**

Unclear accord between policymakers during the stage of policy design leads to uncertain policy outcomes or outputs. This may be the result of conflicting ideas and improper prioritisation. Fischer (2007:80) confirms that the inputs of policymakers towards designing or formulating policies are critical in shaping the implementation outcomes. This means that systematic examination of the content of the designed policy should be taken into account. As a result, policy failure might be the product of improper design that ultimately makes it impossible to reverse the outcomes that have already been exposed by implementation results.

### **2.5.2 Uncontrollable circumstances**

Unfortunate circumstances are among the causes of policy failure. Misfortune is unpredictable, unavoidable and uncontrollable by the policymakers. Policies that are established to meet infrastructural objectives, such as innovating roads, building

cities, firms, industries and the like for economic growth, may be challenged by unexpected natural disasters, terrorism, and civil unrests.

### **2.5.3 Poor implementation**

Cloete and Coning (2006:228) state that poor implementation may arise from various angles within the public service. Insufficient funds to support policy implementation may terminate a policy's purpose. Projects that seek to be conducted in the process of policy implementation must be sufficiently funded. The allocation of a certain amount of funds before the initiation of implementation does not signify that such projects can be achieved with the budgeted amount. The implementation process may be shaped in various ways by public administrators through using their capabilities in order to achieve appropriate results. In this case, extra funds that exceed the already finalised budget might be required during the implementation process (Sapru, 2004:262).

Sapru further notes that the lack of personnel disrupts policy implementation. An organisation that is filled with an inadequate human factor can easily sabotage the administration of the policy. In addition, bad attitudes such as conflict between public administrators and managers contribute to the delay of commitment by administrators towards implementation process. This implies that the culture of the organisation matters in the implementation process. Overall, human and organisational capacity should be relevant to accommodate the implementation stage of the policy. Sison (1991:180) highlights the requirements (human factor) that are suitable for the management of implementation process, which incorporates:

- Employee orientation and training
- Administering disciplinary action
- Handling complaints and grievances
- Delegation and decentralisation of responsibility and authority
- Enabling supervisors and managers to develop confidence in themselves in their day-to-day relationships with their subordinates

The above-listed requirements for the management of implementation policy by Sison can be counted as ingredients of professionalism and ethics in the public service. Kumar De (2012:323) substantiates by stating that “professionalism in the government can be observed in the knowledge and skills processed by the civil servants and also in the coherent and shared value system by them regarding their activities”. Without enforced guidelines of organisational code of ethics and professionalism, misconducts and mismanagement can hinder the implementation process of policy. Professionalism norms and ethical values influence the behaviour, character and attitude of public administrators in valuing the goals of their organisation. Furthermore, Stensöta (2012: 91) argues that the decisions regarding policy implementation are bound to be of high quality in the hands of public servants that regard the essence of professionalism as paramount.

Stensöta proceeds by stating the importance of ethics which strengthen structures, standards, procedures and methods that are valued by the public institutions for delivering quality of service. This suggests that professionalism and ethics contribute as supporting what Brynard (2005:658) terms commitment, as required in order to manage implementation process. In the case of practicing pure ethical conduct, the South African government has suggested specific ethical conduct that is required to be practiced by public officials. Thornill (n.d.) states that, although public service ethical conduct exists, corruption still persists in various government institutions which weaken effectual management of the policy.

## **2.6 POLICY ANALYSIS**

Policy analysis contributes tremendously to the provision of solutions to actual policy issues. Policy analysts examine and comprehend the formulation or operation of policy in order to determine its costs and effects. Roux (2002:428) explains that

“Policy analysis could be considered to be a social or human science. In practice this assumes that various methods and techniques could be applied in order to analyse information relevant to policy to such an extent that meaningful solutions for policy problems can be found, and the costs and benefits of the policy options envisaged, as well as the probable effectiveness of existing policy trends, can be determined”.

Drawing from Roux's consideration of policy analysis, it is credible to regard policy analysis as encompassing an explanation of transparency, accountability, and modes of managing public action through its various methods and techniques. It may also be capable of analysing information relevant to policy and calculating the effectiveness of the policy for the provision of applicable solutions to policy problems.

### **2.6.1 Transparency**

The barriers of economic growth rest in either the content of policy or its implementation. It is therefore the obligation of the policy analysts to systematically examine barriers that prevent effective response of the policy to the requirements of economic growth. Such examination normally leads to determining the effectiveness of policy design, implementation and policy management. This forms the logical approach that attempts to comprehend where the problem is positioned in the framework of policy. In discovering the problem that results in policy failure as might be the result of poor policy design, implementation or poor management, policy analysis serves as an informing strategy to the public concerning the capacity or routine of government towards state building (Roux, 2002:428).

### **2.6.2 Accountability**

Transparency in the public sector leads to consideration of accountability among public officials. In the case of management, administration and reporting, policy analysis is able to reveal the strengths and weaknesses of public officials. In emphasising necessary prioritisation of and allocation of public funds on policy implementation, policy analysis can assist in making public officials accountable in order to escape being targeted for mismanagement of funds. However, it is required that policy analysts should practice honesty in the process of policy analysis in order to achieve the mentioned important role of policy analysis (Roux, 2002:435).

### **2.6.3 Modes of managing public action**

The management of public action by public officials determines the strength of the policy. Policy analysis is able to measure the setting where policy is settled or administered (Knoepfel, Larrue, Varone, and Hill, 2011:3). In the environment where policy inadequately serves the society by not fulfilling what it has been emphasised



in its content, policy analysis is capable of tracing the causes and the results of such administered policy. For example, in a state where a tyrannical system is ensured, through policy analysis policies may be criticised as a result of solely fulfilling the agenda of elites which restricts the social cohesion or development at microeconomic level.

In a democratic state, policy analysis certainly highlights or can expose how bureaucrats claim to ensure principles of democracy, while in reality the theory of policy does not meet practice in the pursuit of the public good. Mmakola (1996:10) outlines an explicit example of policy struggles in developing countries: “there is a growing body of work in the literature on policy-making in developing countries, particularly Africa, which attributes the mismatch between policy goals and outcomes to the absence of process-related technical policy analysis”. In addition, this suggests that, in the absence of policy analysis, there is poor identification of errors that require resolution for policy and the causes of policy ineffectiveness.

## **2.7 ASSESSING THEORETICAL PERSPECTIVES OF PUBLIC ADMINISTRATION AND PUBLIC POLICY**

The above elaborated on perspectives regarding public administration and public policy, which notes that governments’ approaches towards issues of the society vary concerning how they prioritise their national agenda, allocate budget for each of the prioritised issues, and interpret their policies and the approach towards implementation. Brynard (2007:356) maintains that the knowledge background of public administrators and policymakers are not similar within states.

This raises the idea that governments operate according to the nature of established strategic plans to direct their missions and visions. Steiner (2008:3) notes that strategic planning “is inextricably interwoven into the entire fabric of management; it is not something separate and distinct from the process of management”. In this case, when government designs its policies; collaborates with stakeholders; establishes consultations; interacts with civil society; connects with interest groups, participates in international systems; implements its policies; evaluates policies; undertakes service delivery; and so forth, it is directed by the strategic plans that creates smooth governmental relations (Barksdale and Lund, 2006:5). Strategic

plans within the public service provide guidance for government with future plans such as short, medium and long-term planning. Strategic planning assists government to prioritise agenda issues logically and can advise on the usage of public resources more precisely.

The above assessment of theoretical perspectives of public policy and public administration provides a researched viewpoint that highlights that state varies on how they approach policies. Governments vary in terms of the approach they use to create quality of education within their context (Brynard, 2007:359). Yet governments are pressed to achieve a single goal; that is, to create quality of education for learners. The above information on public administration and public policy will aid the design of chapter three. Chapter three will focus on pinpointing relevant tools or approaches that are applicable for the construction of quality of education. This suggests that it is crucial for government to discover an effective strategic plan and administration to implement successful curriculum.

## **2.8 CONCLUSION**

Understanding inside FET phase administration it is feasible to argue that from the reflected contexts of policy and administration, the DBE reflects capabilities to manage the contexts of policy and administration in theory, e.g. good organisational structure and codified documents that depicts the goal of the DBE and how will it be achieved. However, in practice it approaches difficulties. Accordingly it can be confirmed by the undertaking of this research. Thereafter the unfolding of the philosophy of public policy and administration in this chapter aimed at subjecting the DBE to the spectrum of policy attitudes and administration attitudes in practice. In this case the DBE can be able to recognise, for example, how policy and administration can appear to fail the organisation if certain elements of policy and administration such as are not acknowledged in practice.

Since public policy interrelate with public administration, as shown in 2.4 of this chapter, it shows that public policy and administration intertwine together. This suggests that when the DBE function towards bettering in policy practice it suggests that it should also function towards progressing in administration practice. For example if there is no effective administration in the DBE there would be no successful policy outcome. However to successfully manage the administration and

policy context in practice it implies effective policy implementation is achieved. Subsequently, it is complex to attain policy implementation since it is through the approach of policy analysis to administer policy effectively and economically. As the role of policy analysis is reflected in this chapter, it proves that the use of policy analysis is capable to achieve the implementation of CAPS in the FET phase and improve quality education.

## CHAPTER 3

### THE BUILDING BLOCKS OF QUALITY EDUCATION

#### 3.1 INTRODUCTION

This chapter seeks to critically examine the idea of what constitutes quality of education. Essentially, other emerging economies, such as India, China, and Brazil, as South Africa's counterparts within the gathering of BRICS, are arguably more progressive in creating quality education that aims to suit and sustain the term emerging economies. According to Spaul (2013:3), the quality of basic education in South Africa is low compared to its counterparts or middle income countries, as well as with other African countries, such as Zimbabwe and Tanzania, which contribute lesser resources on basic education. In this chapter, Brazil, India and China will be discussed and purposely compared to Russia as these countries share a related historical background with South Africa (Parnell, 2014:74). The chapter looks at how Brazil, Russia, India and China approach the idea of quality education through policy implementation at basic education level of the FET phase; it will constitute the main part that influences this chapter.

Upon comparison, the basic education systems of Brazil, Russia, India and China are structured and categorised differently. In addition, South Africa maintains its own categorisation of basic education that differs from its counterparts. Thus, this chapter uncovers the strategies from Brazil, Russia, India and China that are valued in supporting effective policy implementation to benefit all learners, and furthermore, at a certain basic education level, that integrates learners who can be ranked at the same level of the FET phase. In structuring this chapter, the clarification on quality of education will be provided, and what comprises quality education for desirable outcomes will be outlined. Lastly, the trends on quality education and lessons learnt will be described.

#### 3.2 CLARITY ON QUALITY OF EDUCATION

Quality education is a contested concept and there is no unified definition. Various authors such as Nihalani and Sharma and Kamath from different fields of social science or other sciences have articulated the meaning of quality education resulting

from either academic or specialised experience, such as through teaching. According to Nihalani (2011:2), if a learner is developed in relation to shaping the environment that contributes to developing the economy, it symbolises quality of education. Sharma and Kamath (2006:22) assert that “quality in education implies the philosophy that aligns the activities of all key people in the education system with the common focus of customer satisfaction through continuous improvement of the educational system”.

From the above viewpoints it can be suggested that education outcomes which are required to assure quality of education are those that maintain and practice principles of democracy in order to continue shaping society for development. Lastly, the two definitions may differ on the grounds of how they are presented. For example, the first broad definition is settled or can be debated in the socio-political context, and the second definition narrows its perspective, which leads to it being based more firmly in an economic standpoint. In having dissimilar perspectives of quality education, it is simply the result of elusive nature of the definition of quality education as also emphasised in the writings of Barrett, Chawla-Duggan, Lowe, Nickel, and Ukpo (2006:2) and Stephens (2003:2).

The question of why quality of education is elusive in nature, which leads scholars to such as Nihalani and Sharma and Kamath allude to distinct definitions that derive from distinct approaches, is the result of the term quality. In this modern period, the term quality has been transformed to encompass a broader spectrum than during the period of industrial revolution, for example, in order to respond to the demands in government and business. In the early 19<sup>th</sup> century, Deming coined the term quality, which was narrowly discussed as customer-driven and market-focused in order to provide a resolution in industries for constant production (Arcaro, 1995:5).

Technological innovations as a consequence of market competition led to economic expansion that transformed social life and increased demand for quality service from workforces, which in turn contributed to the ideas that accumulated in labour economics which also made quality a term to be continuously claimed. It is conceivable to state that, from the onset of the Industrial Revolution, which resulted in a new phase in human history and later on the focus of regional economic growth by partnered public and private state institutions, the term quality did not stagnate.

Quality became a foremost consideration in selecting desirable human factor for policy design, implementation and management reasons in government, and for acquiring innovative ideas throughout systems development life cycles in the business sector. According to Arcaro (1995:1), “quality is the single most important issue in education, business and government today [in this modern era for societal modernisation]”.

### **3.3 THE BUILDING BLOCKS OF QUALITY EDUCATION FOR DESIRABLE OUTCOMES**

Chapter two of this study indicates that state education departments use distinctive styles of public administration to manage what is prepared in the content of education policy. The transition from poor to quality education is demanding for any country that strives to accomplish quality education (Sharma and Kamath, 2006:22). To achieve quality education is a process that requires unrelenting effort and commitment by government. There are universal guidelines that appear to direct governments towards the realisation of quality education at the basic education level. It is significant to reflect on the message spread by universal guidelines to build quality education, and whether it is accommodating enough to be considered by any country in the process of resolving issues of quality education.

General guidelines on quality education serve as the actual philosophical contributions in piloting governments towards building quality education. They are stimulated by the idea of “right to education” raised by the Universal Declaration of Human Rights in 1948, the Millennium Development Goals (MDGs), and Education for All (EFA) standpoints (Unagha, 2008:1 and OECD, 2010a:94). General guidelines on quality education should not be considered as a fixed method required to be undertaken for policy design by any government with the aim of attaining effective implementation results that relates to the content of policy. Sharma and Kamath (2006:7) confirm this by declaring that the notion of what constitutes quality of education does not provide the exact direction. Each government education department is required to have its unique policy approach and administrative arrangements guided by the vision of universal guidelines on quality education in order to obtain positive implementation results.

### **3.4 IMPLEMENTATION OF EDUCATION POLICIES BY BRICS COUNTRIES**

Brazil, Russia, India and China have differently designed policies to overcome quality education issues (Sheng-Jun, 2011:191). Their experiences and practices which are undertaken to create quality education are unique. The following section will focus on similarities and differences on the implementation of education policy for quality results by BRIC(S) countries.

#### **3.4.1 Brazil**

In Brazil, learners' participation in secondary education in 2012 and 2013 amounts to 87.2%; however, it is pointed out that instances of dropouts in upper secondary education still needs attention (Federative Republic of Brazil, 2014:8). Currently, the country critically examines the types of pillars for its basic education policy to create an on-going quality of basic education for its learners. How Brazil manoeuvred to gradually manage in providing quality of basic education is subject to the critical decisions that took place in its history to present.

##### **3.4.1.1 Brief historical background of education in Brazil**

Mendes (2014:xix) accentuates that, in 2014, Brazil was rated as the 7th largest economy in the world, which shows progress when compared to its 2008 ranking as number 10 (Sheng-Jun, 2011:189). The country engaged in the struggle against dictatorial rule that lasted for 21 years before its transition to democracy. The emergence of democracy in Brazil after 1985 led to the establishment of a federal ministry to facilitate access to education and manage the education system to address imbalances in education caused by the consequences of expansionism (OECD, 2010b:178).

In 1950, 64% of the population was said to be experiencing poverty and underdevelopment, and only a small portion of the population was literate. The establishment of higher education institutions, which offered engineering, medicine and other academic programmes valued to be able to provide necessary skills for people, did not form a solution for government to enhance the living standards of its population. This is because the illiterate or disadvantaged population was not, to a large extent, exposed to access to basic education and its quality. This implies that universities were producing less human capital. Globalisation and urbanisation

forced the government to deliberately strengthen its basic education to provide *sine qua non* for universities during 1990s (OECD, 2010b:180).

Before education reforms took place, researchers that were equipped with knowledge of Brazil's domestic context joined to assess loopholes in basic education which prevented Brazil from achieving effective education and policy reforms needed to achieve quality education. Obstacles such as dropouts, grades repetition, and refusal of learners to go to school were identified and regarded as needing government's attention. The federal state also realised that crisis in education negatively affected its economic growth. According to Sheng-Jun (2011:192), "[the] Brazilian government is [fortunately] shifting its priority and focusing on improving the conditions of secondary education", which is a change from its initial focus on tertiary education.

According to OECD (2010b:180), the above-mentioned problems regarding basic education were the result of illiterate parents in the society that did not offer adequate support for their children to access knowledge from schools. Child labour, which was then accepted by some parents as contributing to economic welfare of their families, was then abolished by government. In addition, poor quality education caused by lack of resources, poor teaching, and inappropriate curriculum in public schools encouraged problems in education. In improving quality of education, Brazil embarked on significant education reforms in connection with the below aspects that assist policy implementation.

#### **3.4.1.2 Stating the precedence of education acutely**

The Brazilian 1996 Law of Directives and Bases of National Education (LDB) emphasises the technical duties that should be undertaken by the interrelated systematic divisions of government and society at large. The LDB designed and fuelled the democratic connection between the government and society to improve quality of education in the form of accountability (OECD, 2010b:180). Reasonable education incentives among "have-nots" families were maintained by government through Bolsa Família programme, which directed cash spending towards health and nutrition. It also assisted lower-income families by covering the stipend for children who fully attended public school. An upsurge of access to education activated policymakers, government, families, and entire communities to regard education as



important and to initiate the focus on creating quality of education with schools that produce quality education (Williams and Cummings, 2005:xvi).

### **3.4.1.3 Prioritisation of inputs for allocation of funds accordingly**

According to Watkins (2000:171), financial constraints form the actual cause that prevents governments from addressing education issues. In response to this Brazil has initiated a strategic blueprint for appropriate financial distributions on prioritised documented education inputs. The strategic blueprint directs government funding on education. Nevertheless, OECD (2010b:193) advises that dependency solely on funds in general to construct quality of education is a shortcoming. It points out that efficiency and effectiveness are significant for improving education system, and should incorporate control of public resources. The main prioritised inputs on which the allocated budget is distributed for the purpose of improving quality of education include the following:

#### **3.4.1.4 Teachers**

Teachers uphold a leading role in determining the style of curriculum implementation. Quality of teaching is exercised by prepared teachers possessing an academic background and ethical consideration. Since public schools are obligated to allow free access to the have-nots population, Brazil realises the significance of having quality teachers. In the past, quality teachers were mostly scattered in high and middle class society. Teaching in free public schools was considered unattractive as a result of inadequate teaching tools and poor infrastructure, as well as the salary received (OECD, 2010b:182). The enhancement of teachers' salary and funding for relevant training that aims to equip teachers with quality teaching brought a significant adjustment in the style of curriculum implementation among public schools that produced poor quality of education. In addition, at secondary level a relevant bachelor's degree serves as a minimum requirement before candidates are admitted to teaching. That is considered as an essential strategy which assists government in encouraging teachers to deliver quality teaching to learners. Expenditure on teachers' salaries has underlined the realisation of the impact of teacher's role towards education policy. Moreover, an incentive was passed by the strategy: reducing class size, which is considered to heighten the role of a teacher (Bruns, Evans and Luque, 2012:48).

#### **3.4.1.5 Curriculum standards**

According to OECD (2010b:183), the federal state undertook a strong role in determining the standards of the curriculum in order to specifically create suitable lessons for each grade. This was also supported by the parameters of the approved curriculum standard in order to meet its budgeted expenditure. Curriculum standards serve as a paradigm that determines the outcome of knowledge and practices required to be reflected by learners. However, the federal government asserted that the paradigm shift in high schools should focus on programmes that have an academic influence on learners as opposed to a mainly technical influence. It was felt that technical programmes did not adequately prepare learners for the workplace. In addition, learners became academically unqualified. In this case, the strategy of bolstering an academic influence assisted the federal government and its various states; not only to adequately spend on upgrading the standard of curriculum, but to also direct funds to maintain the required examined curriculum paradigm.

#### **3.4.1.6 Increasing high school completion**

Prior to introducing Bolsa Família, the numbers of those who completed high school was not considered satisfactory, especially in public schools. Besides Bolsa Família, other programmes which were recognised as incentives were funded to provide support for learners that were struggling to complete or repeat grades. The Instituto Ayrton Senna and the Roberto Marinho Foundation constructed programmes that focused on accelerating high school completion, and also assisted over-age learners to accelerate the completion of each grade (OECD, 2010b:183).

#### **3.4.1.7 Focusing on quality**

A focus on quality education is the priority of a federal government. What was central to the Brazilian federal government was interventions which led to quality and the measuring thereof. It measured its quality of education against international standards, though the Programme for International Student Assessment (PISA). International assessment has assisted the federal state in examining the capacity of learners in certain learning areas in order to create strategies that will improve those areas in which learners experience difficulties. In the year 2000, Brazil attained a low

score in the PISA, and the subsequent analysis showed that learners did not receive full day learning (OECD, 2010b:183).

However, the relevant intervention in such this case was to improve on providing infrastructure and the human factor to ensure that learners understand the curriculum. An investment on human factor and infrastructure was noted to be beneficial inputs on quality education. Since infrastructure and human factor required enormous expenditure, prioritisation was firstly emphasised on such inputs in order to procure an adequate budget for funding as emphasised in section 3.4.5.

### **3.4.1.8 Creating accountability and setting targets**

Chapter two of this dissertation argues that, in each government administration, professionalism is fundamental in achieving the government goals. The Brazilian Government has stressed the importance of accountability among teachers in providing effective teaching. The National Institute for Educational Studies and Research funds strategies to maintain accountability. The Sistema de Avaliação de Educação Básica (SAEB) refers to the Evaluation System for Basic Education in secondary education. It evaluates grade 11 learners' performance, and the results are made public to reveal whether these relate to the set standard of the policy. This encourages teachers and learners to improve quality teaching and learning in various schools. Both the National Secondary Education Examination and SAEB have an approach to assist learners to cope in post-secondary schools through acquiring suitable senior secondary qualifications for labour market entrance or for further study (OECD, 2010b:184).

Índice de Desenvolvimento da Educação Básica (IDEB) refers to the Basic Education Development Index which traces the achievement of learners in public schools, and together with SAEB encourages leaders in communities, municipal managers and teachers to collaborate and set strategies that are aimed at targeting barriers on achieving quality of education. To increase performance, the IDEB sets targets for every two years in each school in order to promote performance in Mathematics and Portuguese. IDEB also provides transparency concerning the results obtained by learners in public schools in order to drive the agenda of quality education to be of concern of federal government, states, municipalities, communities, teachers and parents. Allocated funds for strategies to maintain

accountability and set targets are safeguarded by monitoring and evaluation systems (OECD, 2010b:185).

The above historical segment concerning Brazil's mission to strive for quality education provides a significant reflection on its form of administration, including governmental strategies. The financial plan put in place for education is strictly utilised in areas where necessary programmes or inputs to ensure quality of education are located for enhancing quality of education in disadvantaged societies (Crocitti, 2012:215). Although Brazil has scored less than level two in the 2000–2003 PISA, it has nevertheless made positive movement through motivating improvements with the use of the above-mentioned inputs. The federal government realised that high expenditure on education alone does not assure that quality of education will be accomplished; the concentration on outcomes does matter, and this is encouraged by quality spending as well (Thomas, 2006:118). Although it is evident that the performance rate in Brazil still requires enhancement, the government's ambition to resolve the issues faced within the education system has revealed a positive difference in improving performance levels (OECD, 2010b:194). According to an article published by April (2013:n.p.), the quality of basic education in Brazil is progressing compared to the South African basic education system.

### **3.4.2 India**

India's effort towards establishing quality of basic education for its learners can be traced from its historic nature of basic education and the present plans as stated below.

#### **3.4.2.1 Brief historical background of education in India**

The current modern state of India and its status of education results from perpetual rectification of historical context of India which resembles that of South Africa such as a trajectory towards creating a democratic state before an attempt to build quality of education. This statement is supported by events in prominent years such as 1757, which marked the initiation of British domination; in 1919, which symbolised the struggle to deal with the British settlement in India; and in 1947, when India gained independence from Britain (Iyer, 2003:4). Appropriate education was not provided to Indians during colonialism. In the post-colonial rule, the importance of

education was not addressed properly as a result of a skewed traditional system which ignored the importance of educating girls (World Bank, 2011:1). Thus, it proves that India has history that has similarities to the history of Brazil and South Africa.

Dutz (2007:130) elaborates on issues identified in India's secondary education, such as the fact that secondary level of basic education, which is the state-run, was of low quality and contained inadequate number of learners, which in turn created bottlenecks that affect the enrolment rate at universities. Traditional practices and beliefs, such as exclusion of girls and women from engaging in economic development, and a common belief that the role of girls is to nurture the household, have also been pointed out by government, in collaboration with academics, as blockages that delay the quest of providing access quality of education to all learners (Kumar and Rustagi, 2010:7).

Apart its history and elements such as traditional practices that pose obstacles to be overcome by government, Sheng-jun (2011:194) argues that the current Indian state reflects positive moves with regard to quality of education. In 2009 the World Bank, based on the international assessment, Trends in International Mathematics and Science Study (TIMSS), reported that learners from the Rajasthan and Orissa states, for example, performed much better than most of their counterparts in South Africa and other OECD countries, and the top five learners in India bested their counterparts worldwide (World Bank, 2009:xix). The following are part of the major strategies that improve the quality of education in India.

### **3.4.2.2 Curriculum design**

It is affirmed by several studies (Braun, Kanjee, Bettinger and Kremer, 2006:5; Cheney, Ruzzi and Muralidharan, 2005:6) that among the strategies that provide quality of education is the trend/design of the policy. India's government-run schools are organised under an eleven-year system of schooling: eight years enrolment in elementary school, and three years enrolment in secondary school. Curriculum design varies from primary, secondary to upper secondary education (Cheney et al., 2005:6). The secondary and upper secondary classes, has a systematic grouped subjects that eliminate learners' freedom from choosing subjects which ultimately causes other learners to choose subjects that are disjointed. For example, the

science group is directed by the curriculum to learn physics, chemistry and mathematics. Additional subjects are recommended if a learner is intending to pursue a tertiary programme in the medical field, and they include biology, zoology and botany.

Those in commerce study economics, mathematics, accounting and other commerce-related subjects, while human science or art learners study subjects that includes history, geography, political science, philosophy, art, language and music (Cheney et al., 2005:8). Government's focus on secondary education has had positive returns and a positive impact on social and economic upgrades. As a result, secondary education in India is considered as a feeder to higher education (Biswal, 2011:2). At the elementary level, India made admirable progress concerning Gross Enrolment Rate (GER) in order to fulfil government's declaration to assure "education for all". At the secondary level, GER has been negative, which results in a small pool of learners that enters the tertiary level. This has not strengthened the objective of the curriculum since many learners struggle to reach secondary level as a result of being marginalised by their socio-economic background (World Bank, 2009:ix).

As a result of the unique policy objective in secondary education, a distinction between public financing and public provision was made to guide the government on what is required to be financed and provided (World Bank, 2009:ix). The distinction has assisted the government in designing rational funding, which is perceived to improve accountability, through the Rashtria Madhyamik Shiksha Abhiyan (RMSA) programme, aimed at improving quality of education in the secondary level by making schools to obey the prescribed norms, and the provision of relevant inputs to support the policy. In addition, the government has shifted its concentration from elementary and tertiary education to secondary education. The idea is encouraged by the system of public provision, which revealed a lack of provision in secondary education and which caused loopholes that prevented the designed curriculum to achieve the provision of access and quality of education required to serve the labour market.

According to Biswal (2011:2), secondary education is given considerable attention not only in India, but in other developing countries as well. According to the World

Bank (2009:1), secondary education in India is expected to develop intellectuals and quality learners in the social, political and economic context to further shape the democratic society, whereas the upper secondary level will prepare learners for tertiary education as well as contributing to the major requirements of the labour market. Although internationally-based tests shows that performance in secondary and upper secondary level Mathematics did not achieve the expected grades set in the curriculum, the results published by TIMSS nevertheless show that India has made progress (see section 3.4.2.1).

### **3.4.2.3 Provision of more qualified teachers**

The current state of education in India was arranged to increase qualified teachers as compared to the previous years, where schools were filled with unqualified teachers, particularly in public schools. Yet, there has been an existing issue of teachers who are not committed to what is prescribed in the curriculum. The literature provided in 2005 by Cheney et al. (2005:10), mention that teaching is a well-paying profession in India, although unfortunately political appointments have created barriers for teachers to provide learners with relevant pedagogy. Hill and Chalaux (2011:22) state that India is positively moving to manage teachers' accountability through the combination of the Sharva Shishka Abhiyan programme, which encourages the involvement of parents, principals and village leaders to play a role in the education system; and the advancing of problem-solving information to teachers;, both of which contribute to improve learning outcomes.

From the above-mentioned statement it could be argued that the provision of qualified teachers without programmes to train and monitor their performance is less likely to produce quality of education for learners. The above-mentioned strategies that continuously build the capacity of teachers have proved to support qualified teachers to provide quality education in India.

### **3.4.2.4 Provision of resources and infrastructure**

Policy development in the post-colonial environment has shown positive implementation in expanding and amending spatial distribution of secondary institutions. Providing resources in various schools remain a challenge for countries that lack adequate public funds. It has been noticed in India that there has been low

investment on building schools' capacity, although there is expansion of secondary institutions (Biswal, 2011:25). Government spending on education in India has been problematic, however the World Bank (2009:8) has emphasised that the arrangement of a Public-Private Partnership (PPP) strategy has provided positive strides to add on to the government's means to offer schools resources.

The world's leading global learning company, Pearson (2014:n.p.), which supports learners exposure to technological usage in India, highlighted Katelyn Donnelly's statement that supports the notion of PPP in India; the private sector is believed to support the public sector to provide access to high quality education and assist in achieving desirable education outcomes. Through PPP there is provision of additional resources and infrastructure which helped established India's Zaya Learning Lab, which aims at assisting learners to develop their own creative learning methods in order to master the content urged by curriculum.

#### **3.4.2.5 Learners' retention**

India has been experiencing a high rate of schools dropouts among learners in secondary schools (World Bank, 2009:10). Biswal (2011:12) states that the enrolment rate of both girls and boys has improved significantly than in the past and gender enrolment disparities have experienced attention and positive outcomes which result from strategies such as those which have assisted in the increase of household incomes. The purpose of learners' retention in schools is to increase mass access to education and produce learners that have quality of education. In addition, increased access in elementary education has also provided increased access in secondary schools (Hill and Chalaux, 2011:4).

#### **3.4.2.6 Policy development**

Chapter two of this dissertation argues that it is difficult for every state to develop policies that are fully able to develop its domestic context. This denotes that reform should usually exist within a policy framework to move the state from one stage to another in order to keep up with developments. Improved policy planning will enable the design of policies able to accommodate India's context in order to resolve disparities (Biswal, 2011:16). In the case of the education system in India, government has encouraged a decentralised style of public administration to carry



out policies in order to plan and implement Universalisation of Secondary Education (USE). Each region exercises self-determination to form its own various plans in order to support national policy and programmes of policy development, such as achieving universal participation by 2015, universal retention by 2020, mastery learning by more than 60% learners by 2020, and universal higher secondary education by 2020.

The above-mentioned facts do not signify that quality of education is achieved in India, however. Instead, the above highlights policy strategies that gradually progresses India towards achieving quality education. Also indicates the requirements to achieve quality learning outcomes to include quality teaching, infrastructure, good service delivery, properly planned policies, quality of public administration, and so forth.

### **3.4.3 China**

China's management for providing quality of education for its learners has been supported by numerous strategies, and effective and efficient implementation of such strategies are provided below.

#### **3.4.3.1 Brief historical background of education in China**

China has not only risen above colonial rule since 1949 but also above its state of poverty before the introduction of communism. Massive changes initiated by the early 1980s incorporated economic growth and the system of education. Regarding access to education and economic benefits, girls and women had been side-lined before then. Through the notion of "education for all" and the realisation of economic development, incentives were created in support of girls' access to education, such as through the Spring Bud Programme (Nanzhao and Muju, 2007:14).

How China projects strive to achieve its quality of education depends on its priorities for the enhancement of the system of education. In China quality of education does not solely rest on the provision of adequate infrastructure; it also rests on a contingent of qualified teachers, improved teaching processes, better management, and a suitable philosophy of running schools (Dinghua, 2006:9). These form the selected and realised inputs that support education curriculum or education policy. China is one of the countries that have the largest public education systems in the

world. More significantly, curriculum management and reforms are more meaningful for achieving EFA and quality of education in the basic education (Nanzhao and Muju, 2006:1).

### **3.4.3.2 Curriculum design and reform**

Curriculum design and reform is managed to match the pace of economic development. The design of the curriculum is decentralised to engage several agencies, such as local, regional, international and key community leaders, than was the case with previous curriculums (Nanzhao and Muju, 2006:30). According to Dinghua (2006:n.p.), this has led parents to realise the importance of education and to demand quality of education for their children. The current trend used by China for curriculum reform is through considering a comparison of its previous education policies and international curriculums. The curriculum reform in China's curriculum aims to develop learners in order to supply the following outcomes (Dinghua, 2006: n.p.):

- To comprehend the historical background of China and be able to take responsibility for personal societal development. Being able to respect other nations and their cultural practices or beliefs as well as to flexibly participate in international development and communications.
- To learn basic skills such as mathematics, science and reading in order to be capable of processing knowledge, communicate and understand labour skills so as to adapt easily to the new globalisation environment that necessitates continuous learning and skills development.
- To be able to develop scientific understanding of the environment, ecological ethics, and sustainable environment through learning from experiments and observations. This emphasises that learners are required to be innovative; to be able to identify and analyse current or future problems so as to implement appropriate solutions.
- To be selfless and understand the society they are living in, in order to contribute to the design of peaceful norms and ethics appropriate for building the society.

- Having a self-consciousness and independent personality in order to safeguard and maintain a peaceful environment for the society. Being able to assess one's own development, consider a healthy lifestyle, and cope with frustrations in social life.
- To develop a healthy interest and appreciation of nature, society, art and science. In addition, to be willing to appreciate and learn different cultural activities.

The above-mentioned points signify that the curriculum objectives are holistically designed to encourage multiple ways of solving problems. In addition, the curriculum reform is destined to meet the real-world needs.

#### **3.4.3.3 Qualified teaching contingent**

With regard to the emerging economies such as Brazil, India and China, quality of teaching is a prerequisite in order to support the deliverance of quality education (Sheng-jun, 2011:191). In China, to keep the human factor in the teaching career, teacher education strategies serves as the model to keep quality of teaching continual. The Department of Inspection and Monitoring performs tasks such as evaluating teaching performance, education expenditure, teachers' qualifications, and so forth. This has enabled the emphasis of the teaching profession in the field of education.

EFA is mostly achieved by countries on the section of the "provision access to education". Achieving quality of education, however, seems to be challenging to most countries that aim to fulfil requirements of EFA, specifically in disadvantaged communities (Robinson, 2008:1). In China, exposing teachers to the use of technology in order to apply innovative knowledge in poor schools that produce poor quality of education it has led to the improvement of quality teaching.

#### **3.4.3.4 Better management and philosophy of running schools**

With the disparities that exist between rural and urban areas concerning the quality of education, China has developed strategies to apply better administration and knowledge of running schools. This incorporates the management of expenditure; good interaction between teachers and learners which is been propelled by the value

of respect; and experienced and effective managers that consider the application of decentralisation where appropriate. Nanzhao and Muju (2006:19) point out that 72,8% of teachers think they can manage the essence of curriculum methods of teaching through providing clear, relevant communication; collaboration; and exposing themselves and learners to techniques that improves quality of teaching and learning. 21,6% fulfil the ability to managing the curriculum, while only 0,7% lack the capacity to manage the objectives of the curriculum. The curriculum that is implemented in China it is designed in a way that the content is simple enough for teachers and learners to master, and for parents, community leaders, key education agencies, and local and regional government to understand. The simplification of the curriculum is believed to clarify the finding of the relevant philosophy to maintain schools and better management.

#### **3.4.3.5 Supplementary strategy for achieving quality of education**

The growth of the economy in China has enhanced government's realisation on striving for equality between rural and urban areas. The strategies in place for achieving equality prove that quality of education has received greater attention from government for the purpose of creating a better living environment for its society (KPMG, 2010:1). Human migration from rural to urban areas has been attested to be enormous (Dinghua and Xiaoping, 2010:n.p.). This implies that urban areas continue to provide hope for young people to attain the latest exposure regarding advanced technology, efficient data management, and flexibility in engaging with social, economic, cultural and political contributions (Centre for Development and Enterprise, 2014:7). In addition, 30 Houstons, or tall buildings, are constructed every year in China to accommodate the expanding urban growth. This leads to the migration of people from disadvantaged to advantaged areas to be in schools that are closer to or in urban areas. There they are exposed to more opportunities, such as the provision of information by various institutions and infrastructure which support quality of education.

Human migration itself as a strategy assists in revealing the decrease of income inequality and the state's potential in providing quality of education to the majority. It leaves the government able to concentrate on providing recovered resources to the

less fortunate left in disadvantaged communities for the purpose of maintaining equality of education between rural and urban areas.

Enhancing disadvantaged areas, such as through providing service delivery and equipping individuals with skills through adult education and incentive programmes, has significantly contributed to enhancing quality of education among learners. The state requires effective community members to engage in contributing progressive ideas to build up learners, and puts pressure on policymakers to reform relevant education policy to produce quality of education (Centre for Development and Enterprise, 2012:13). Thus, China strives to provide quality education by employing strategies to provide skills to underprivileged communities so they can engage with the government in the realisation of quality education across the country. According to Kee (2013:63), “the concept of education quality in China centres around the holistic development of people’s moral, intellectual, physical, strength and aesthetic aptitude so that they can live harmoniously in society and contribute positively to its development”.

#### **3.4.3.6 Identification of challenges**

In moving towards achieving quality of education, China has identified challenges for creating suitable education policy reform. To achieve proper identification of challenges that formulate disparities on quality education within the entire society, China’s governmental strategy accommodated the World Bank, UNESCO, UNICEF and other international agencies, which assisted with both financing and resolving education barriers (Nanzhao and Muju, 2006:13). In addition, international agencies supported China in making a positive movement towards providing learners with both equity and quality of education. This was made at both primary and secondary level which served as an investment at both levels of basic education. OECD (2012:11) states that investment in both primary and secondary level form an actual aid to economic growth.

#### **3.4.3.7 China’s Quality Education**

China’s rapid success towards achieving goals of EFA provides a remarkable history for other developing countries to realise. The Government of China has revealed its steady governmental relations that will enable the country to address its disparities

effectively. Its awareness programmes have popularised the importance of education and have encouraged many people in China to believe in quality of education in order for learners to prosper. Learners' participation in the international assessment PISA has been another incentive method that reveals the status of quality education in order to inform on how much focus the government must place on continuing to safeguard and produce quality education. China obtained outstanding scores in the year 2009; PISA placed the country amongst the highest achieving countries (Kee, 2013:65).

China has also made good strides in reducing the school dropout rates and enhancing access to education for the entire level of basic education, including adult education, with the aim of creating a literate society. China is not solely striving to manage access to education; quality of education is more significant to turn the objectives of the policy into reality.

#### **3.4.4 Russia**

Russia has the leading quality of education compared to its counterparts in the BRICS organisation. When compared to countries in Europe, Russia has an advanced basic education system.

##### **3.4.4.1 Brief historical background of Russia's education reforms**

Russia is currently the richest country among the BRICS nations and the largest country in the world, with an estimated population of approximately 142 million. What supports Russia's development is arranged under the provision of quality education to its citizens (Sheng-jun, 2011:193). Its education reforms began in the late 1980s and early 1990s in order to make the education system relevant in a rapidly changing society. Bolotov, Lenskaya and Agranovich (2013:1) argue that the thrust of the reform was to do away with the highly politicized Soviet content of teaching and the unitarian school, which had 100 per cent mandatory curriculum; one set of textbooks for all school children across the Soviet Union; and standard school buildings from north to south. Russia has a strong education system, but there are concerns about its quality. According to Bolotov et al. (2013:2) Russia inherited a strong tradition of universal high-quality education from the Soviet era. Some 13 million students presently attend 53,000 schools and are served by 1.3 million

teachers. The education system is divided into preschool, primary (grades 1–4), basic (grades 5–9), secondary (grades 10–11), and tertiary education. Primary and basic education is free and compulsory according to the Russian constitution. Ten principles of education reform formulated in 1980s-1990s can give an idea of the scope of changes envisaged. Those principles were (Bolotov et al., 2013:2):

- Democratization of school management and school life;
- Diversification of education patterns, curricula, etc.;
- National identity building as one of the key missions of a school;
- Openness of the system;
- Regionalization of school policy;
- Humanistic policy;
- Humanitarian anti-dogmatic approach;
- Personality-oriented learning;
- Developmental character of education and
- Life-long learning.

However, resources for such comprehensive changes were lacking. Between 1998–2004, the Ministry of Education developed fresh reforms, which can be encapsulated as technological. It specified new goals, such as key skills and competencies, which PISA had shown that their students were lacking, and emphasized learner autonomy, school rule of law, creativity, tolerance, and communication skills in foreign languages (Bolotov et al., 2013:2).

#### **3.4.4.2 Profiling the objectives of secondary education**

A clear statement of objectives on the designed policy is highly recommended to contribute to the reduction of complexity in policy implementation. Russia has outlined the objectives of secondary education which assist to structure the lengthy content of policy in support of fair concise content of policy. This in turn will

contribute in teachers' time management in classrooms; reducing teachers' difficulties in understanding the content and saving funds by guiding government to provide accurate resources suitable to support in achieving secondary education objectives. Secondary education in Russia aims to developing interest in cognition and creative learning; the skills of independent learning activities based on specialization, differentiation and maintenance of a professional orientation of secondary education; the preparation of students for life in society; the preparation of students for independent life choices; and lastly the preparation of students for employment and further education (UNESCO-International Bureau of Education, 2011:18).

The above-mentioned objectives are planned to unlock projected potential within secondary learners, which will assist in the moral, intellectual, cognitive, physical and emotional development of the individual and his/her understanding, and to further adapt to the modern world (UNESCO-International Bureau of Education, 2011:18).

#### **3.4.4.3 Quality of Teaching**

Russia's Ministry of Education and Science is yet to conduct an in-depth analysis of the results of the Unified State Exam, including the examination of the Russian language. However, it's already clear that there are individual schools and whole regions which cannot, for objective or subjective reasons, ensure quality teaching of this subject to their students. The results would be expanded in the list of Russian Federation provinces where the level of teaching Russian is not at the proper level; at present there are now 11 such regions. According to Olga Golodets, the government has already tasked the Ministry of Education and Science to prepare a target programme of teaching Russian, which first and foremost must be implemented for the subjects in need of more care and assistance from the federal centre (Russkiy Mir Foundation, 2014). In order to accomplish its secondary objectives, Russia's secondary level recruits teachers' with specialist degrees from universities. As a result, teachers with specialist degrees are trained to be more research-oriented in order to manage the implementation of secondary level policy (UNESCO-International Bureau of Education, 2011: 29-30).



#### **3.4.4.4 Performance of Learners**

Russia has been an avid participant in almost all large-scale international assessments. Since the 1990s, the country has participated in the Progress in International Reading and Literacy Study (PIRLS) for grade 4 in 2001, 2006, and 2011; in the Trends in International Mathematics and Science Study for grades 4 and 8 in 1995, 1999, 2003, 2007, and 2011, and for grade 11 in 2008; and in the PISA for students aged 15 (regardless of grade) in 2000, 2003, 2006, 2009, and 2012 (Bolotov et al., 2013:7). Results from international large-scale assessments have raised concerns about educational quality in Russia. They show that, although the performance of Russian students is relatively strong in the early grades, it worsens as students' progress through school (Bolotov et al., 2013:7). Bolotov et al. (2013:7) contest that the educational tradition in Russia emphasizes the acquisition of conceptual knowledge and theories, not the application of that knowledge, in order to solve real-life problems. As noted earlier, Russia does not have a permanent, national large-scale assessment programme to monitor educational quality.

Russia is not yet performing well when it comes to the quality of education. It should be noted, however, that its participation in the international assessment on students' performance and educational reform for improving the state of education has assisted it significantly. What South Africa could draw from Russia's experience is the sustained political will to reform the education policy and the institutionalisation of the culture of assessment.

#### **3.5 Trends of Quality Education and Lessons Learnt**

From BRIC countries, one can argue that quality education should be a key area for improvement in response to development challenges and the discovering of new principles for furthering state development. This mainly reflects that quality of education does not rest solely on striving to provide abundant resources (Ezeoke, 2011:28). Sustaining quality education requires the engagement of political, social, economic and cultural philosophies (Rasheed, 2000:4). It is further emphasised that learners should in reality demonstrate tremendous outcomes in line with the content of the curriculum (Dinghua, 2006:n.p.). There is no single approach that leads states to achieve quality of education. Brazil, India and China implement distinctive strategies to reach the common desirable education goals.

Education among BRIC countries indicates the significance of inputs in achieving certain outputs. Education inputs incorporate teachers, School Government Bodies, parents, inspection systems, stakeholders, and other examined relevant strategies that are meditated to support quality of education. However, outputs rest on learners' performance in school assessments and their role played within the society, which leads to the determination of outcomes (OECD, 2012:112). In addition, quality of inputs produces desirable outputs (Murtin, 2013:12; Spaul, 2013:12). The BRIC countries prove that quality of education is not only influenced by internal education factors, such as education equipment, infrastructure programmes, incentives and human factor; but also the external factors that pose a major challenge for governments to deal with, and which affect the process of achieving quality of education. For details one refers to the following external factors outlined below.

### **3.5.1 Disparities within the Society**

Landscape settings within the states present poverty and inequality. In emerging economies such as the discussed BRIC, most countries consist of large populations which are impoverished, and this further exacerbates the inequality gap. The majority of schools that underperform are mainly situated in disadvantaged communities. Most of these disadvantaged communities experience the following type of elements that encourages inequality and which weakens the system of education:

#### **3.5.1.1 Illiterate Parents**

Quality education involves turning around learners' attitude and beliefs within society in order to achieve what is prescribed by curriculum content. This mission requires collaboration between parents and teachers to instil values to learners that assist in achieving quality of education, such as discipline, commitment, and organisation skills. The dropout rates among learners, as experienced in Brazil, India, and China, are mostly found in disadvantaged communities (OECD, 2010b:180). This indicates that children that leave school at basic education level lack educational support from their parents. According to Cree, Kay and Steward (2012:6), illiterate parents tend not to concentrate on enhancing the commitment of their children in schools.

Socio-economic conditions such as poverty create a space for illiterate parents to exist in this current modernised world. Illiterate parents concentrate on work to raise income. This creates unfortunate circumstances for disadvantaged learners who, as a result, focus on assisting their parents to provide financial means in their home. Parents' involvement in learner's education is profound in assisting the capacity of schools. Parental involvement to enhance quality of education includes attending school meetings, engaging in community protests for quality education, giving support regarding schoolwork, and providing emotional support for learners' development at home (Desforges and Abouchaar, 2003:25).

According to UNICEF (2000:6) the level of education among parents does matter to learners' performance. Learners raised by literate parents that comprehend the language of education directed in schools are more inclined to support their children for better performance in schools. However, with regard to the recognition that family background has an impact on quality education, China has developed a strategy (Student Newspaper) that assist in better informing parents in order to improve the realisation of quality education within rural and urban areas. If the so-called home curriculum is fulfilled, it is said to support the notion of valued environment which forms part of the building blocks for quality of education.

### **3.5.1.2 Community Members**

The participation of community members and their key leaders contribute to monitoring teachers and compelling policymakers to design policies that will ensure quality of education. In addition, it creates sound decentralisation and enhances good democratic interaction between government and society. Having community members who are unaware of the type of education that learners receive in schools leads to a situation in which there is low service delivery in aspects such as school infrastructure, quality of teachers, and materials relevant for school usage. Community members from disadvantaged communities are not always keen to unite and be able to contribute in the creation of the sound environment that encourages learning to support the objective of the education policy (Desforges and Abouchaar, 2003:16).

### **3.5.2 Peace Education**

According to UNICEF (2000:12) the notion of peace education exists; however it has not yet received attention. Peace education denotes the ability among individuals to be able to resolve personal, group, and national problems. In this case, various programmes, which must be established by the Department of Education, are required to strengthen key community members, learners, and teachers in realisation of peace education. Several studies have proved that insecurities among learners as a result of conflicts or being bullied affect their performance. In addition, it causes feelings of discrimination and low self-esteem among learners. This poses another challenging case that requires management; in disadvantaged communities, conflicts and bullying are not properly addressed as a result of poor teaching and a curriculum which does not address peace education in its content. See section 3.4.3.2 concerning curriculum design and reform in China that incorporates the aim to instil the notion of peace education and ethics among learners.

### **3.5.3 Ineffective Government/Leadership**

The essence of mismanagement and maladministration in many governments prevails. As in Brazil, government investment in education is viewed appropriate to the contribution of current and future social, political, cultural, and economic development (OECD, 2010b:183). The effects of mismanagement and maladministration create improper distribution of funds and delays the practices that ensure good policy implementation. In dealing with improper practices in government, it remains a challenge for most governments as it takes a long period of time to relieve or change. However, improper distribution of funds as a result of mismanagement results in providing inadequate infrastructure, quality teachers deterred from teaching at less attractive public schools from disadvantaged communities, inadequate learning materials, and so forth (Ferraz, Finan and Moreira 2010:8). In section 3.4.2.3, a concern is highlighted on the effect of political appointment of teachers in India.

### 3.6 MATRIX

The below matrix compare BRIC(S) countries approach in theory and practice on the idea achieving quality education as emphasised in MDGs and EFA outlooks. South Africa is incorporated in this matrix with a call for spotting substances used by its counterparts in BRICS, to progress on achieving quality of education compared to it.

**Table 3.1 Comparison of BRIC(S) towards achieving quality of education**

Variables for Quality Education	Brazil	India	China	Russia	South Africa (Information provided in this column is informed by the literature review of this study)
1. Curriculum design and reform/education policy	Brazil has good curriculum design and is progressively adapting education policy to quality of education.	India has good curriculum design and is progressively responding education policy to quality education.	China has quality curriculum design and good education policy that respond to achieving quality education for its learners, which is also informed by their disciplined culture.	Russia has good curriculum design and good responding education policy to quality education	South Africa has good curriculum design and unsatisfactory responding education policy to quality education.
2. Provision of infrastructure and resources	Brazil strives to provide quality and adequate resources to education through considering strategies that assist in distributing funds appropriately on the prioritised schools requirements, but have learnt that funding alone is insufficient.	India strives to provide quality and adequate resources to education through considering strategies that assist in distributing funds appropriately, such as public financing and public provision, but have learnt that funding alone is insufficient.	China strives to provide quality, adequate infrastructure and resources to education by the use of a guide informed by spatial inequality in education, but have learnt that funding alone is insufficient.	Russia strives to provide quality and adequate infrastructure and resources that are suitable for implementing the designed policy.	Inadequate implementation of plans to provide infrastructure and suitable resources.
3. Quality of teaching	Brazil practices quality teaching, and pays their teachers well. Teachers are subjected to continuous training and development.	India practices quality education and excels in science and technology.	China practices quality education and this is also proven by their technological advancement and being "the global factory".	Russia practices quality education which is proven by the maintenance of technological advancement.	The trend of teaching is a concern.
4. Performance of learners	Learners show progressing performance to quality education.	Learners indicate progressing performance to quality education.	Excellent performance. China has all the skills one may think of.	Russia has impressive performing learners.	Good learners' performance has not yet been progressive.

**Source:** Author's own, ideas adopted from assessing chapter 3

### 3.7 Conclusion

This chapter has clarified the notion of quality education, and how other developing countries are approaching the crucial idea of achieving quality of education. Quality of education has proved its complexity in theory and in practice. In theory, quality of education involves multifaceted ideas that build up its meaning. In practice, not only is the government tasked with the management of the creation of quality of education, but various agencies are also required to provide assisting strategies for learners to attain quality of education. Essentially, it is recognised in this chapter that a policy in education should give a clear direction for government, stakeholders, and other organisations involved to create quality of education in order to commit to effective and efficient practices.

In this chapter it is not implied that quality of education is adequately achieved in the discussed countries of BRIC. However, these countries have implemented strategies for the purpose of achieving quality of education, and are progressively responsive compared to South Africa, as the literature outlines. The countries' various strategies in place for achieving quality education proves that the building blocks of quality education, such as the Dakar Framework and EFA, do not form the already-designed education policy or curriculum that is required to be undertaken as is for implementation by each country. It implies that building blocks for quality education exist to guide governments on the mission to attain quality education. This provides the reason for the idea that what constitutes quality of education does not have clear answers but rather clear guidance.

Strategies on the design of policy advice require that policymakers take consideration of other countries that are on a promising or positive path to achieve quality of education, including countries that are managing to create quality of education. This suggests that the role that originates from realising governmental relations is crucial in that it supports the designed policy to achieve its objective; an example of this is in India through PPP. Each government's education policy is expected to transform learners' beliefs, behaviour, and attitudes for the benefit of the entire society. More significantly, this implies that the outcomes produced by the learners within the society are valued as they provide an indication of whether the policy did in fact address what it had intended to.

Secondary education has proved to receive specific attention in the discussed BRIC countries. Brazil and India's focus on secondary education emphasises the need to achieve quality education in order to respond to the labour market and higher education demands. In China, ICT projects suggest an aim to upgrade the skills of learners in the use of technology in order to be prepared for post-secondary schools.

## CHAPTER 4

# THE IMPLEMENTATION OF CAPS FET PHASE BY THE DEPARTMENT OF BASIC EDUCATION

### 4.1 INTRODUCTION

Chapter two of this study notes that understanding the identified problems that affect society helps in formulating a foundation to design sound policy that will appropriately respond to the problems. In justifying this statement, chapter three has indicated that countries use research to understand problems plaguing education before designing the policy to solve the problems and such is seen when the different countries use different approaches to solve the problems they face. This chapter outlines the position of the DBE in fulfilling its basic education mandate to provide quality education as a national objective. The position of the DBE on the national objective of education serves as a foundation that assisted with the construction of the current policy of education in the FET Phase. Without understanding and documenting the foundation for constructing quality education, the project of developing quality education will be of no value and its implementation will lose its strength. This suggests that the documented position of the DBE on basic education goals reveals the extent to which the department understands the context it is dealing with.

It is important not only to be acquainted with the position of the DBE on the framework it is dealing with, but how the department approaches its constructed policy of FET phase in order to be effectively implemented and achieve quality of education. This chapter will be incomplete without describing the approaches in place to support the implementation of FET phase and the blockages that exist in preventing the success of the implementation. Consequently, this chapter will firstly provide an overview of quality education by the DBE; the approaches to sustain policy implementation (distribution of funds, internal and external structure); interpretation of the approaches; and lastly existing bottlenecks in the FET phase will be explained as they generate concerns in the current policy implementation process.



## 4.2 AN OVERVIEW OF QUALITY EDUCATION IN SOUTH AFRICAN CONTEXT

The DBE states that CAPS should not be considered as a complete divergence from the NCS. CAPS, which was aimed at transforming and improving NCS, has the following values, documented which reflect the kind of quality education required (Department of Basic Education, 2011c:5):

- Knowledge and skill: The curriculum should reflect knowledge that is relevant to equip learners with necessary skills. The capabilities of learners should contribute to creating a South African environment that stimulates individual transformation. An individual transformation is self-empowerment which leads to advancing admirable community values and morals. This has drawn the notion of behaviourism that this kind of value focuses on. According to Geysers (2000:32), the philosophy of behaviourism mainly focuses on observable behaviour that one can interpret in order to make judgements. How individuals react to their environment or use education skills and knowledge to shape the environment they inhabit can form external behaviour that can either be described as either good or bad. Government can therefore recognise the outcomes of the policy through individuals' demonstrations in society on shaping a good living environment.
- The purpose of education policy: The aim of the basic education curriculum espouses values and ideas to increase access to post-school education in order to respond to labour market demands. OECD (2013:76) argues that educational reforms should address necessary issues that hamper youth development. These reforms can be successful through providing extensive access to higher education, which will ease blockages to the delivery of the required skills in the labour market.
- The continuation of addressing key issues: The curriculum must capture relevant key issues that need to be addressed by education system. Public schools registered under section 20 and 21 in all segment of society must be provided with similar exposure within the education system. This will be considered as key in addressing educational imbalances of the past. With the

use of its education strategic plan, South Africa arranged to be a participant within the Dakar Framework, established in 2000, to ensure that basic education would be able to combat poverty and develop people by the year 2015. It was suggested that by 2015 education policies must be able to achieve the necessary quality of education to be rated as managing the quality of education positively (Department of Basic Education, 2003:5). In addition, the education policy, as stipulated in the South African constitution, is built to regard sensitivity in the realisation of human rights, gender equity, race, disability, language, and so forth.

- The kind of learners that the curriculum should produce: In its paradigm shift as reflected in the literature of this dissertation, CAPS incorporates innovative subjects that aim to assist the DBE's goal in shaping learners to comprehend the use of technology, develop critical thinking, and understand health and environmental issues. To achieve this, the FET phase should create learners with positive independent mind-sets, creativity and flexibility, so as to enable them to understand the world that surrounds them. The Dakar Framework indicates that funding should not be a barrier to achieve the values mentioned within the education policy by the year 2015.
- Inclusivity: the education policy should value and aim at achieving the notion of inclusivity, which should be brought into reality by educators. For this reason, teachers should familiarise themselves with the activated policy to realise what is proposed within the education policy by the policymakers in order to achieve inclusivity.

The above values that reflect on quality education required by the DBE are enshrined in the Constitution of the Republic of South Africa, 1996. It should be noted that the South African Constitution stipulates that the South African tribunal should consider international law when interpreting the Bill of Rights. Section 29 of the Constitution of the Republic of South Africa provides all stipulations for the right to education that is required to be undertaken by the government and its citizens. In order for the right to education to be fulfilled, government should make education accessible and available to everyone. The right to education and the documented

viewpoints on quality education is therefore achieved through sustaining the implementation of the policy.

### **4.3 APPROACHES TO SUSTAIN POLICY IMPLEMENTATION**

This section explores the notion of how the DBE approaches its constructed policy to sustain implementation. Below is a list indicating how the DBE approaches its policy to sustain its implementation, and is informed by assessing figure 4.4 and figure 4.5 of this chapter.

#### **4.3.1 Distribution of funds**

No administrative practices can take place without the distribution of funds in each South African province for the implementation process to commence. South Africa shows significant change in the allocation of the education budget to improve quality of education. According to Taylor, Fleisch and Shindler (2008:7), “South Africa’s education expenditure has grown from R30 billion in 1994/05 to R101 billion in 2007/08”. The 2014/15 budget vote speech by Minister of Basic Education, Angie Motshekga, which stated that the overall allocated 2014/15 budget of the DBE amount to R19, 680 billion, shows an improvement of the budget when compared to 2012/13 overall budget of R17, 592 billion (Motshekga, 2014:n.p.). This is indicative of the fact that the South African Government prioritises and values the importance of education for learners. South African expenditure on basic education surpasses that of many other countries in Africa, which include Swaziland and Kenya (Department of Basic Education, 2013a:62).

The total expenditure on basic education is mainly an attempt by government to reduce disparities that exist in the public education system. The literature review of this study characterised the disparities that exist in public schools by comparing two existing types of public schools; namely section 20 and section 21 as mentioned in section 1.2 of this study. In this case, the allocation of funds is part of an attempt to equalise resource access to both section 20 and 21. Section 20 public schools’ resources and tools mirror those of developed countries, and learners’ performance is closer to that of developed countries (Van der Berg et al., 2011:2). Public schools in South Africa are legally guided by the White Paper on Education and Training of 1995, established by the then Department of Education currently the DBE, which

emphasises access, equality, and redressing blockages in underprivileged schools (Department of Education, 1995: Chapter 4). Since the DBE it does not own schools provinces it allocates funding across the quintiles as shown below.

**Table 4.1 Allocation of funds according to quintiles**

<b>National Poverty table for 2014</b>					
	<b>National Quintiles</b>				
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
EC	27.3%	24.7%	19.6%	17.0%	11.4%
FC	20.5%	20.9%	22.4%	20.8%	15.4%
GP	14.1%	14.7%	17.9%	21.9%	31.4
KZN	22.1%	23.2%	20.2%	18.7%	15.8%
LP	28.2%	24.6%	24.2%	14.9%	8.0%
MP	23.1%	24.1%	21.5%	17.7%	13.5%
NC	21.5%	19.3%	20.7%	21.4%	17.1%
NW	25.6%	22.3%	20.8%	17.6%	13.7%
<b>WC</b>	<b>8.6%</b>	<b>13.3%</b>	<b>18.4%</b>	<b>28.0%</b>	<b>31.7%</b>
SA	20.0%	20.0%	20.0%	20.0%	20.0%

**Source:** Western Cape Education Department (2013:n.p.)

Table 4.1 shows an assessment that assists to uncover the size of the education quandary in each province to prioritise the schools that require extensive attention regarding funding. Quintiles 1, 2 and 3 represents deprived schools that are prioritised to receive resources and declared to be non-fee schools by government. Schools in quintile 4 and 5 are fee-paying schools that do not require extensive attention compared to schools in quintile 1, 2 and 3 (Murtin, 2013:19).

### **4.3.2 Internal and external structure**

Internal and external structures reflect the operation of the DBE in its internal environment and external environment which comprises of factors that have an impact towards managing the implementation of policy.

#### **4.3.2.1 Internal structure**

Under this concept, internal structure refers to the practices of personnel, such as those in bureaucracy, street-level bureaucrats, and SGBs to facilitate the administration in the FET phase as discussed below.

##### **4.3.2.1.1 Bureaucracy**

Taylor, Fleisch, and Shindler (2007:3) argue that “the implementation of policy with respect to schools is heavily dependent on the effectiveness of provincial departments of education”. It is therefore significant to elaborate on the bureaucratic transformation in South Africa that aims to accommodate policy implementation of schools in the FET phase. The transformation of the basic education bureaucratic system in the early post-Apartheid system in South Africa has undergone a major transformation by the ANC-led government that recommended a tripartite alliance; it was joined by the South African Communist Party and the South African Trade Unions (Christie, 2006:376). Nevertheless, such a bureaucratic system was not well-defined to enable the goal of education to be constantly achieved. This implies that the Ministry of Education was battling with the management of complex education issues such as policy development and the allocation of a relevant workforce.

The above signifies that a centralised system of bureaucracy was practiced, which kept professional administrators in power. They were minority that concentrated at the upper level of the Department to command the workforce that lacked expertise,

with an attempt to retreat from the pre-1994 education system (Sehoole, 2003:141). The centralised system of education bureaucracy is the opposite of the main intention of the decentralised system, as explained in chapter 2 of this study. In a centralised system the power is concentrated at the top level of the organisation. Furthermore, it is effective in maintaining efficiency within the organisation through the use of strict control, and can be used to gain and regain authority over the subordinates in the department.

Nevertheless, a centralised system of education does not encourage employees' flexibility, and it is ineffective in solving contemporary education issues. For example, the professional administrators at the top level of the polity lack direct familiarity regarding issues faced by those with responsibility to place policy into practice. Considerably, this leads to the design of an education policy that does not sufficiently respond to real issues that impede the aim of policy. Christie (2006:379) and Modisaotsile (2012:3) confirm that in the early stage of the birth of democracy, the South African education department was not structurally well-defined, and, as a result of the top-down system, its bureaucratic practices did not incorporate external ideas from civil society stakeholders in the design of education plan.

New strategic methods were established through considering the importance of civil society stakeholders in restructuring the education system for the holistic provision of essential education to address deprived schools (Christie, 2006:379). A slight change of bureaucratic practices was instigated by DoE officials, using personal judgments and experience gained in the period of the struggle against Apartheid, to create a new institutional culture, an effective plan, and effective bureaucratic structures for the department (Sehoole, 2003:141). However, the constant ineffective policy implementation plagued the Department. The creation of the DBE was followed by the creation of the well-defined bureaucratic structure of the Department and phases of CAPS for the realisation of quality education. Thus, chapter 1 of this study reflected on the formation of the FET phase, since upper secondary level in South Africa was previously not well-defined concerning its structure, objective and the content of policy. In its content, the FET phase represents the first defined step that aims at exposing learners to innovative ideals in the democratic history of South Africa in order to maintain and support a system of basic education for the 21<sup>st</sup> century.

Explicitly, the bureaucratic structure of the previous Department of Education has significantly changed to accommodate the activated FET phase. Chapter 1 and 2 of this study elaborate on the fact that the internal structure of the department reflects a decentralised system that is proposed in White Paper 2 (South Africa, 1996a). For example, the development of CAPS integrated ideas from qualified people from various fields, including a selected pool of teachers, and was supported by bureaucratic structures that contain better qualified and experienced officials at the upper level of management as well as their subordinates.

#### **4.3.2.1.2 Teachers**

Since 1994, basic education in disadvantaged public schools has been suffering from unqualified and poorly-trained teachers that cannot facilitate the implementation of the education policy (Spaull, 2013:6). In this modern age, the government has placed significance on strategies to close the gap of shortage of skills. DHET has been acting as a go-getter and provider; improving learner performance by providing teachers who are capable and can transform basic education to provide constant quality of basic education. This is motivated by the notion that, in order to deliver education service to the poor, one requires the improvement of education service for the poor. Teachers are the most important inputs in schools as a result of their role of delivering teaching services to learners. Spaull (2013:24), however, suggest that the DBE has not turned teacher inputs into quality performance. The Funza Lushaka bursary scheme is the method used by government to expand the supply of qualified teachers, especially to disadvantaged areas. This is because disadvantaged areas have previously lacked teachers with qualifications; existing teachers were under-qualified or not qualified in the period of early education transition to a democratic state.

The Funza Lushaka bursary has expanded opportunities for students to enrol for bachelor degrees in teaching by providing full funding. According to Van der Berg et al. (2011:5), “Funza Lushaka represents an important new strategy and should be strengthened and expanded”. To constantly improve teachers’ knowledge in the period of service delivery in schools, government offers training workshops for teachers’ development. To assist teachers in identifying the gaps in the process of

policy implementation, in 2011 the DBE introduced the ANA to test the level of competency in literacy and numeracy for grades 1–6 and grade 9.

Unfortunately, the ANA does not assess learners in the FET phase (Van der Berg et al., 2011:5). The assessment for grades 10–11 are school-based, while for grade 12 learners 25% of their year mark consists of Continuous Assessment (CASS) that is school-based and externally moderated. The remaining 75%, which constitute end of year examinations, is externally set, graded and moderated. In addition to the enhancement of teaching, the National Teaching Awards (NTA), which was established and launched in the year 2000 by the DBE, is an incentive for teachers. The NTA rewards teachers for their extra effort to develop learners in relation to the expectations of the DBE, such as learners' involvement in shaping development and democracy in society. Teachers that place extra effort in teaching learners to be successful in their learning areas, while overwhelmed by the lack of resources in poor schools, are recognised through the NTA. The Department of Basic Education (2014c:5) maintains that the establishment of the NTA by the ministry in the DBE is to realise the following:

- Focus public attention on the positive aspects of Basic Education, thereby raising the public image of the teaching profession;
- Recognise and promote excellence in teaching performance;
- Honour dedicated, creative and effective teachers in schools;
- Encourage best practice in schools; and
- Afford South Africans the opportunity to publicly say thank you to all outstanding teams or individual teachers in schools.

#### **4.3.2.1.3 School governing bodies (SGBs)**

In chapter 3 of this dissertation, it was reflected that community in which schools are situated have an impact on the targeted education policy goal. The Department of Education and the White Paper 2 (1996:9) outline the significance of SGBs in schools in building a relationship between learners (from grade eighth onwards), teachers, parents and principals. In the case of the FET phase, SGBs can serve to



assist teachers in order to engage in the efficient and effective implementation of policy. Section 20 of the SASA specifies that a SGB must:

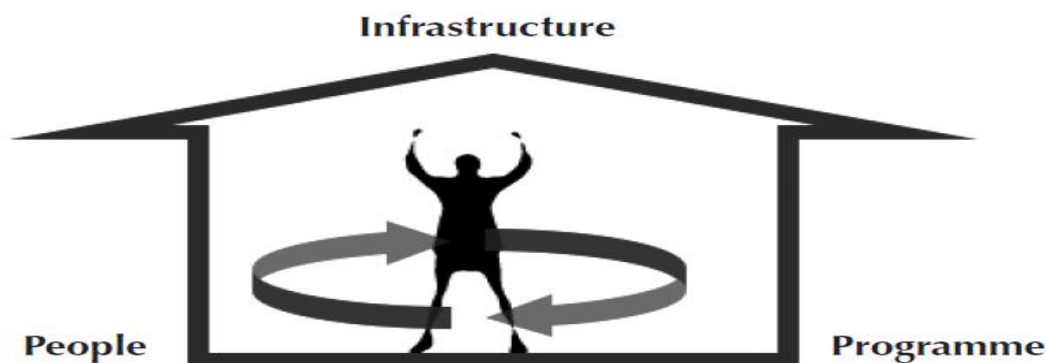
- Promote the best interest of the school and ensure its development;
- Adopt a constitution, setting out how the SGB will operate;
- Adopt a mission statement for the school;
- Adopt a code of conduct for learners at the school which sets out disciplinary procedures;
- Help the principal, educators and other staff members to perform their professional functions;
- Decide on school policy which should include, amongst others, admissions, language and finance;
- Administer and control the property of the school, buildings and grounds; and
- Encourage parents, learners, educators and other staff members at the school to offer voluntary services to the school.

South African SGBs are democratically elected and accountable to the community of the school that they have been elected at. This is another form of decentralising practices in schools. Mestry (2006:27) reflects that the democratic South Africa formulated a decentralised authority and responsibility in schools, such as through SGBs, to depart from the pre-1994 system that lacked methods of improving accountability in the management practices and allocation of funds. This illustrates that SGBs generally exist to contribute on enhancing schools' performance.

#### **4.3.2.1.4 Infrastructure**

In schools, infrastructure should not only be settled to provide access to education, but should also support quality of education through providing learners with a comfortable, safe, and healthy learning environment. This is substantiated by an integrated building performance model shown below.

**Figure 4.1 Integrated Building Performance Model**



**Source:** Gibberd (2007:2)

According to Gibberd (2007:2), building performance should be able to provide a sense of belonging to three categories, such as infrastructure, programme and people. Infrastructure in schools should exist and there is a need for it to be maintained with additional infrastructure to prevent its deterioration. The building or the infrastructure should be structured to respond to the necessities of the content of the policy. For example, there will be practices (e.g. laboratory practices) required to be undertaken in schools as guided by the content of the FET phase to realise the expected objective of the curriculum, and the available infrastructure should be in support of such practices. Furthermore, the infrastructure should be adequate and comfortable to accommodate its users in order to strengthen access to education and its quality as piloted by the 1996 Constitution of South Africa in respect for human rights.

The infrastructure grants and Accelerated Schools Infrastructure Delivery Initiative (ASIDI) have created significant transformation in public schools with deficit infrastructure. According to the National Education Infrastructure Management System (NEIMS), overcrowded classes in public schools declined from 55% to 25%. Toilets, water, electricity and desks were allocated to schools in need. The ASIDI, which has been administered since 2009, regards the importance of infrastructure as emphasised by the Integrated Building Performance Model. In view of this, accelerating the provision of infrastructure to the targeted deprived schools is the required approach (Murtin, 2013:15).

### **4.3.2.2 External structure**

The Manyano Community School Conference paper (2010:2) points out that improving quality education should not only be based on schools' internal structure; namely, teaching, SGBs, infrastructure, and organisational structure. There should also be a focus on improving social and environmental conditions in communities, the external structure, which is also crucial. In this study, an external structure constitutes the factors external that negatively affects the implementation of national policy. The ANC-led government recommended and placed measures to resist the overwhelming effects of external factors which trouble the learning process, such as the home environment, HIV/AIDS, culture and geographic location. Studies reveal that the home background, such as the level of income and the attitude of parents, undoubtedly contribute to the product of either quality or poor education (Serf, 2002:1).

#### **4.3.2.2.1 Low income**

Low income in the household hinders learners' learning process, causing the rise of dropout rate and underperforming. Poor socio-economic status that affects learners in deprived communities has been slightly reduced by the growing black middle class in South Africa; moving from rural to urban areas in search for better opportunities, such as better education and employment to increase income. The Centre of Development and Enterprise (CDE) (2014:2) posits that the attainment of higher education qualifications have led young people to reside in larger cities, which creates a 3 per cent drop in rural areas. The unfortunate condition experienced by young people is that they are often left with no choice but to complete the non-compulsory FET phase within the circumstances of low family income which causes poor socio-economic status. The motive behind the endeavour to complete the FET phase among the needy learners is to attain formal employment that commonly changes a low income level in the household for the better. Modisaotsile (2012:3) argues that not all needy learners complete the FET phase; low income, which results in poverty in families, is among the issues that causes learners to resort to dropping out of the FET phase. In addition, Murtin (2013:9) states that grade repetition is mostly experienced in grades 1 (13.1 %), grade 10 (24.4 %), and grade 11 (24.3 %). To alleviate the condition caused by the results of low income,

Gardiner (2008:17) mentions that the DBE has introduced several educational programmes that mainly include:

- The National School Nutrition Programme, which in 2006 benefited six million learners from Grade R to Grade 6;
- A learner transport system for those living far from schools;
- The Quality Improvement, Development, Support and Upliftment Programme (QIDS-UP), which targets 15 000 of the poorest schools; and
- The Foundations for Learning Campaign which, during 2008 to 2011, sought to create a national focus on improving the reading, writing and numeracy abilities of all South African children, and within which the Reading Toolkit provides practical, back-to-basics guidelines on the planning of an effective Reading Programme in the classroom.

The level of education in the family and family size affect learners' dedication in school. Family or parents' support for learners' education is significant in connecting with teachers' responsibility. Parents with qualifications from higher education are generally keen to assist with school tasks and encourage children to perform. According to Modisaotsile (2012:3), parents with no education background mostly fail to become home teachers as a result of lack of knowledge of learners' schoolwork. South African society consists of many illiterate parents that did not gain access to formal education before democracy in 1994. These parents resort to working in the informal economy with irregular working hours in order generate means and provide for basic needs in the family. These poor circumstances in the family mostly leave learners with a burden to perform domestic work in the morning and after school (Gardiner, 2008:10).

Government has established programmes such as Adult Basic Education and Training (ABET) and social grants. The purpose of ABET is to give an opportunity for women and men who have no ability to read and write. This was facilitated under the campaign Khari Gude, which means "Let Us Learn"; in order for the targeted 4.7 million adults to develop the mental capacity to learn and support children with school tasks by the year 2012 (Gardiner, 2008:25). Mostly, illiterate people, or those

that lack knowledge to assist learners with schoolwork, are trapped in disadvantaged communities and under the poverty line as a result of unemployment. Furthermore, the unmanageable and unaffordable size of the family in poor households causes extra concern for parents. The Child Support Grant (CSG) was introduced in 1998 to assist in addressing child poverty within households. According to Delany, Ismail, Graham and Ramkissoo (2008:13), the introduction of CSG targeted and offered R100 per child less than 7 years of age that experience poverty. The amount of CSG is decided by policy; it can be increased, and as a result, in the year 2014 R300 was said to be received every month by a primary caregiver for a child under age of 18.

#### **4.3.2.2.2 Human Immunodeficiency Virus and Acquired immune deficiency Syndrome (HIV/AIDS)**

Besides the struggle to alleviate poor socioeconomic status that affects learners, the epidemic of HIV/AIDS on youth has also been a factor which affects learning. Modisaotsile (2012:5) postulates that “the situation in South Africa regarding HIV/AIDS is currently at epidemic proportions, with the incidence rate among South African youth at 22, 9 per cent, and with the incidence rate among girls and young women more than three to four times higher than that of boys and men”

This is evident through the number of teenage pregnancies that result in dropout rates among girls and causes the rise of HIV/AIDS infection since lack of condom usage perpetuates. The South African National AIDS Council and the National Strategic Plan (NSP) on HIV/AIDS, Sexually transmitted infections (STI's) and Tuberculosis (TB) 2012-2016 (2011:12) form a programme to combat the mentioned diseases. Specifically, the NSP on the quest to combat HIV/AIDS is based on the following objectives:

- Halve the number of new HIV infections;
- Ensure that at least 80% of people who are eligible for treatment for HIV are receiving it (At least 70% should be alive and still on treatment after five years);
- Ensure that the rights of people living with HIV are protected; and
- Halve stigma related to HIV and TB.

With the above mentioned viewpoints South Africa makes positive strides towards achieving them. For example, people infected with HIV/AIDS receive free treatment and those with negative status of HIV/AIDS free protection is provided by government in order to prevent themselves from being infected with HIV/AIDS, protecting the rights of people with HIV/AIDS and the reduction of HIV and TB stigma is progressive and giving hope to those who are infected.

#### **4.3.2.2.3 Culture**

South Africa consists of cultural groups that proudly maintain unique cultural practices. The eleven official languages of South Africa represent the country's various cultural practices. Indigenous cultural education among cultural groups shows the importance of the continuation of cultural beliefs and practices to be carried out by individuals, regardless of different values that exist among such cultural groups. South African indigenous culture suggests that women should respond to domestic duties, and girls are exposed to marriage by abduction as acknowledged in certain tribes such as the Xhosa and Sotho (Wadesango, Rembe and Chabaya, 2011:123). Men are prepared to be the head of the household, upholding a supervisory role. In addition, men are subjected to external working environments such as attaining a job to support the family, in contrast with household duties. It was only after democracy that indigenous cultural practices began to be regarded as limiting women's thinking capacity, promoting inequality, and amount to patriarchy (UNICEF, 2006:1). Chapter two of 1996 Constitution of South Africa emphasises the upholding of fairness among individuals and embraces individuals' rights, including the right to education.

From the above, it is plausible to conclude that, in the early stage of South African democracy and during the first implementation of a democratically-based curriculum, girls were not supported to access and succeed in the education system by their parents. To confirm the progress made by the government to reduce gender disparities in education, it is through access to education, SGBs, and Adult Basic Education and Training (ABET) that learners and parents are engaged on the significance of education regardless of gender. The initiation of the Girls' Education Movement (GEM) in 2003 by government is a strategic operation plan in dealing with

indigenous cultural beliefs that affect girls on attaining education. GEM has focused on:

- Giving girls equal access to education;
- Improving the quality of education, especially in disadvantaged rural schools;
- Making the school curriculum and school books gender responsive;
- Creating schools that are safe and secure for children, especially girls;
- Working with boys as strategic partners;
- Reducing gender-based violence; and
- Abolishing harmful cultural practices, such as early marriage for girls (UNICEF, 2006:3).

Traditional initiation schools, in which male circumcision takes place, also maintain a huge impact in the FET phase. According to Mohapi (2013:377),

“Boys between the ages eighteen to twenty one years are taken out into the bush or nearby mountainous terrain for a period of two months. Before the initiation is due to begin, the entire month is devoted to Ukukhanya (brightness), which involves the preparation of the initiation. During the period the youths spend time together at night practicing songs and psyching themselves up for the most important event of their lives, which among other things will teach them how to live and behave as socially responsible men. These practices often have disruptive effects on school discipline”.

The above traditional initiation is mostly practiced by the Xhosa, Ndebele and Pedi tribes. The several months spent out of school for cultural purposes indicate the violation of learners’ performance and commitment in school. The World Health Organization (WHO) regards male circumcision as a key strategy in the fight against the epidemic HIV/AIDS. However, WHO warns that male circumcision should be performed safely without being accompanied by the hazing that is observed in the tradition (World Health Organization, 2009:2). Furthermore, traditional circumcision

has claimed lives of teenagers who failed to survive during the initiation, and others who are admitted to hospital for medical treatment.

Mechanisms which put in place by South Africa government to mediate the complications triggered by traditional male circumcision involve medical intervention. Males are encouraged to consider circumcision carried out by trained health employees. Medical intervention may not merely target hazing, however; it also targets the delays for education among those who go through traditional circumcision while in school. The Isiko Loluntu, which denotes a rite of passage, forms an additional operative mechanism formulated by local Department of Health to collaborate with traditional circumcisers and nurses in the provision of training and workshops to eliminate complications of circumcision. Another established mechanism, Impilo ya Bantu (Health of the People), has expanded the training of traditional nurses and circumcisers to understand the operation of human body, nutrition, the usage of surgical kits, and other necessary information that can assist for the protection of those that require to be circumcised through traditional practices (World Health Organisation, 2009:34).

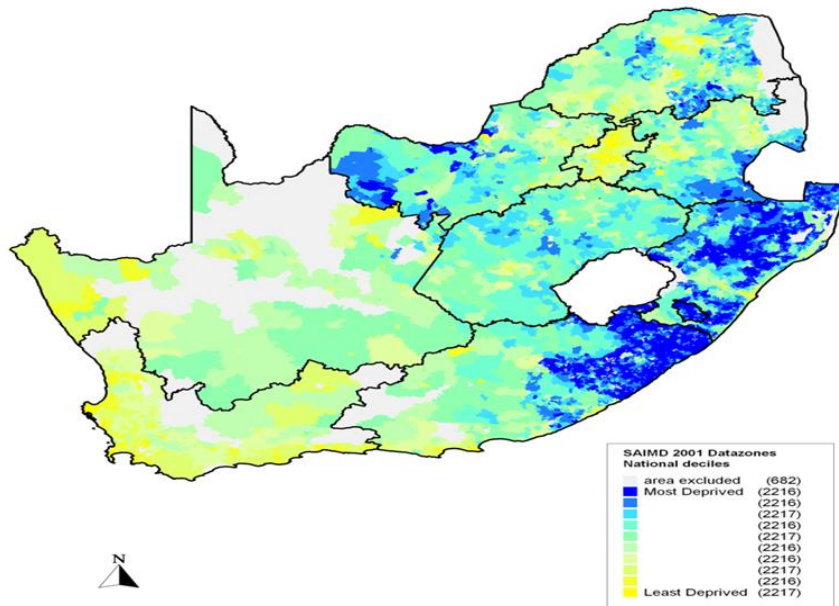
#### **4.3.2.2.4 Spatial planning**

Service delivery by the government should be distributed evenly as guided by the national policy on the essence of equality and development. Many disadvantaged schools are usually based in disadvantaged areas which are situated far from cities that activate economic development. This has led to segregation of schools related to spatial segregation because of the past Apartheid settlements segregated according to race. The impact of spatial segregation is still felt with many of the section 20 schools located in the impoverished sections of society. While the ANC-led government is working to dismantle Apartheid's spatial legacy, the previously disadvantaged areas persist with limited services. This in turn affects performance in schools located in these deprived areas. According to the Manyano Community School Conference paper (2010:2), the learning environment for improving quality education is backed by community development through service delivery. The below map illustrates disadvantaged areas situated in the South African provinces.



## Figure 4.2 Located Disadvantaged Areas

South African Index of Multiple Deprivation 2001 at Datazone Level



**Source:** Noble and Zembe (2015:n.p.), adapted from Centre for the analysis of South African Social Policy (March, 2009)

Figure 4.2 shows the spatial distribution of poverty areas in South Africa. The most deprived areas are situated in the Eastern Cape, KwaZulu-Natal, North West and Limpopo. The less deprived areas usually surround townships, and the townships are mostly located near cities. The Northern Cape consists of few deprived areas, while Gauteng and Western Cape present as less deprived. This map stands to substantiate the notion that underdeveloped communities do not provide incentives for quality education compared to the maintained areas. In South Africa, the weight of the education problems are concentrated in deprived locations, including townships (Manyano Community School Conference paper, 2010:2). This is the result of the position of the deprived areas being remote from the stations of economic activities, whereas in townships there is cause for urban discomfort since dwellers compete for economic opportunities, as is the case in. Khayelitsha in Cape Town, for example.

The main nodes that activate the South African economy are situated in three provinces; namely Gauteng, KwaZulu Natal, and the Western Cape. An additional key element concerning the provinces is having the prevailing attraction sites for

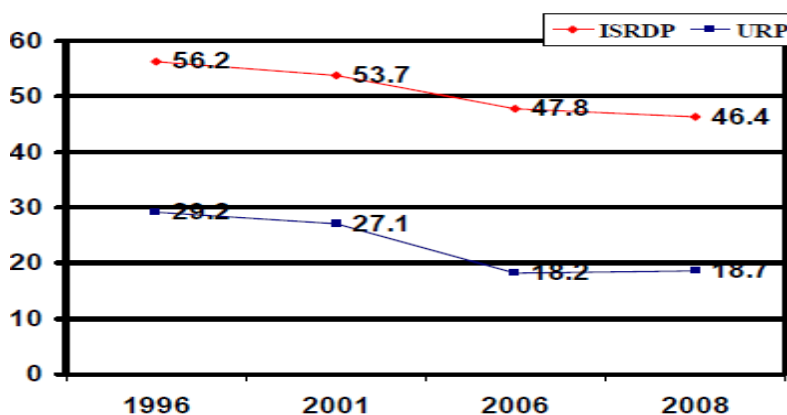
tourism business. The Model C schools of these provinces mostly can be traced closer to the cities of the provinces. Model C schools have well-established and well-maintained settlements that allow for greater community development. The government strategies in place should be supported and carried out to develop the locations of schools that represent section 21 to support the implementation of FET phase. On the conceptions presented by McLennan (n.d.), there is explicit interpretation of such sound policies entrusted by national and local government, including Southern African Development programme.

#### 4.3.2.2.4.1 National government

Since 1994, considerable efforts have been made and tangible results have been achieved. 2.6 million subsidised housing units have been built for disadvantaged city dwellers and equipment and infrastructure catch-up programmes targeting pockets of poverty and poor populations have multiplied (Hervé, 2009:16).

The War on Poverty Campaign is a national strategy, initiated in 2008, was established under the Department of Social Services and facilitated by the Presidency with the aim to reduce poverty. The above proclaim by Hervé confirms that there were previous policies by the national government in operation to address communities that experience poverty. In addition, the graph below demonstrates the background of poverty data since the onset of the democratic administration towards the year 2008, which substantiates the notion that the government initiated a significant change in deprived communities (The Presidency, 2009: n.p.).

**Figure 4.3 Data on the Reduction of Poverty**



**Source:** The Presidency (2009:n.p.)

From the above figure 4.3, the red stripe represent rural poverty nodes and the blue stripe symbolises urban poverty nodes. The Integrated Sustainable Rural Development Programme (ISRDP) has been functioning to fight poverty in rural areas, whereas the Urban Renewal Programme (URP) address poor locations under urban areas, such as Alexandra township located closer to the Sandton urban area in Gauteng Province. Apart from the significant decrease of poverty rates from 1996–2006 in both rural and urban areas, from 2006–2008 there was a slight decline of poverty in rural areas while in urban impoverished areas there was an increase of poverty rates. What was positive in 2007 was the change of spatial distribution of the deprived areas under municipalities caused by the service rendered by the government (Noble and Wright, 2013:192). However, poverty in rural areas is double that of what exists in urban areas. Poverty increases because rural areas are distant from economic opportunities and their schools are also deprived. Similarly, schools located closer to urban areas are also deprived.

Thus, the War on Poverty Campaign aims at closing the issues experienced during the years mentioned in figure 4.3 through focusing on the following central objective and mission:

“[The] central objective and mission is to set the country on a higher and sustainable growth trajectory by 2014 with an expanded and more diversified economic base, with 2004 unemployment and poverty rates halved and with greater equity and social cohesion. This includes universal access to electricity, water and sanitation in decent community settlements” (The Presidency, 2009:n.p.).

Increasing take up of social grants: Besides the child support grant, other offered social grants by the national government to improve the living standard in poor communities are, for example, the Care Dependency Grant; Foster Child Grant; Disability Grant; Grant in Aid; Older Person’s Grant; War Veterans Grant; and Social Relief/Distress Grant. Nearly 16 million South Africans receive social grants. Social grants essentially contribute to an equitable society and minimise the difficulty that poor communities experience. Furthermore, social grants, similar to public health care and housing, are the blocks that indirectly (through community, or broadly, through social development) support quality of basic education and also assist in

keeping learners in the non-compulsory phases of basic education, such as the FET phase, and to complete their learning (National Treasury, 2013:84).

Informing the Expanded Public Works Programme (EPWP): Drawing from the objective of the EPWP to alleviate unemployment, with the special focus on women, youth and disabled people; it is probable to state that the programme can contribute to easing the process of accomplishing the expected outcomes of the content policy designed in the FET phase. The provision of temporary employment to youth is based on the four sectors of the economy such as infrastructure, the environment, and the social and economic spheres. This prepares the youth to contribute to community development, acquire practical skills, and develop interpersonal skills at an early age in order to apply these assets in the post-secondary world of work, besides having the education skill that is provided by the DHET. It should be noted that South African youth is categorised as individuals between the ages of 15–34. Youth are considered an active population in developing and maintaining the development of the present and future economy. The EPWP, initiated in the year 2004, has been functioning to achieve its purpose through creating work opportunities in considering the following:

- Increasing the labour intensity of government-funded infrastructure projects;
- Creating work opportunities in public environmental programmes (for example, Working for Water);
- Creating work opportunities in public social programmes (such as community care workers); and
- Utilising general government expenditure on goods and services to provide the work experience component of small enterprise learnership/incubation programmes (Department of Public Works, 2004:19).

#### **4.3.2.2.4.2 Local government**

Integrated Development Plans (IDPs): IDPs are strategies informing local government on development issues faced by communities. In 2012, municipalities arranged to adopt IDPs based on short-, medium- and long-term planning. The government service rendered to South African communities is derived from

government spheres. Municipalities are designed to release public resources resulting from the national sphere and provincial sphere of the government to finally reach the communities, according to the functional structure of the government. The local government sphere is therefore the closest sphere to South African communities. According to Koma (2010:113), local government is centred close to communities for the purpose of interacting with people concerning delivering necessary service to them. Thus, the credibility of the IDPs lies on the design of operative mechanism that allows people to democratically participate in government by stating the needs and interests required to be addressed by government.

Since local government is expected to deliver resources which are useful to public schools, IDPs remain crucial in identifying and prioritising problems faced by public schools in various communities in order to manage resources. The IDPs also promote the inclusiveness of social cohesion. Social cohesion requires various South African communities, regardless of various cultural beliefs, to create the essence of working together, and to create quality of learning in order to achieve and maintain the goals set in South Africa's democratic constitution. With IDPs, each municipality structures its own plan and strategic objectives to work on in order to develop communities (Van Rooyen, 2005:214).

#### **4.3.2.2.4.3 Southern African Development Community**

African Peer Review Mechanism (APRM): the APRM focuses on sustaining economic growth and social and political maintenance. It is the strategy used by the African Union (AU) on approving integrated regional development among African countries that have submitted to participate in the APRM. Encouraging the implementation of development policies and insisting on a periodic review of two to four years to scale social-economic development are the sustenance of APRM. The benefits of the notion of the APRM can be that of a region receiving assistance in identifying challenges it is grappling with, as well as learning the best practice implemented in other region to escape other policy development challenges (Killander, 2009:58). For example, South Africa's struggle on improving quality of basic education can be lessened by not merely learning the techniques and lessons from other BRICs countries, but also learning from the regions that participate in the APRM.

#### 4.4 THE INTERPRETATION OF CHAPTER FOUR

With the mentioned internal and external strategies that relate to improving quality education, one can argue that the DBE experiences the unrest/uneasiness of the situation for improving quality education. The well-established, decentralised bureaucratic functional structure of the DBE, with its transformed recruitment strategies acknowledging the allocation of human factor, also has the duty to ensure sound curriculum design. According to Prideaux (2003:268), curriculum design is the process of defining and systematically placing the elements of the curriculum, such as content, teaching and learning strategies, assessment processes and evaluation processes, by means of prescriptive and descriptive models. The prescriptive models tasks curriculum designers on focusing on the objective of the curriculum, whilst the descriptive models focus on the researched reality that the education policy should be implemented on when designing the curriculum.

As elaborated on in this chapter regarding the impact of internal and external factors on quality education, the descriptive model entails the standpoint that supports this chapter on the notion of uncovering functional strategies in both internal and external factors on education, with the aim of providing an analysis of the situation where the FET phase is implemented. Explicitly, Prideaux (2003:268) emphasises the below situational model, upheld by Malcolm Skilbeck, which advises on the sentry for both internal and external factors when designing the education curriculum.

**Table 4.2 Situational Analysis Model**

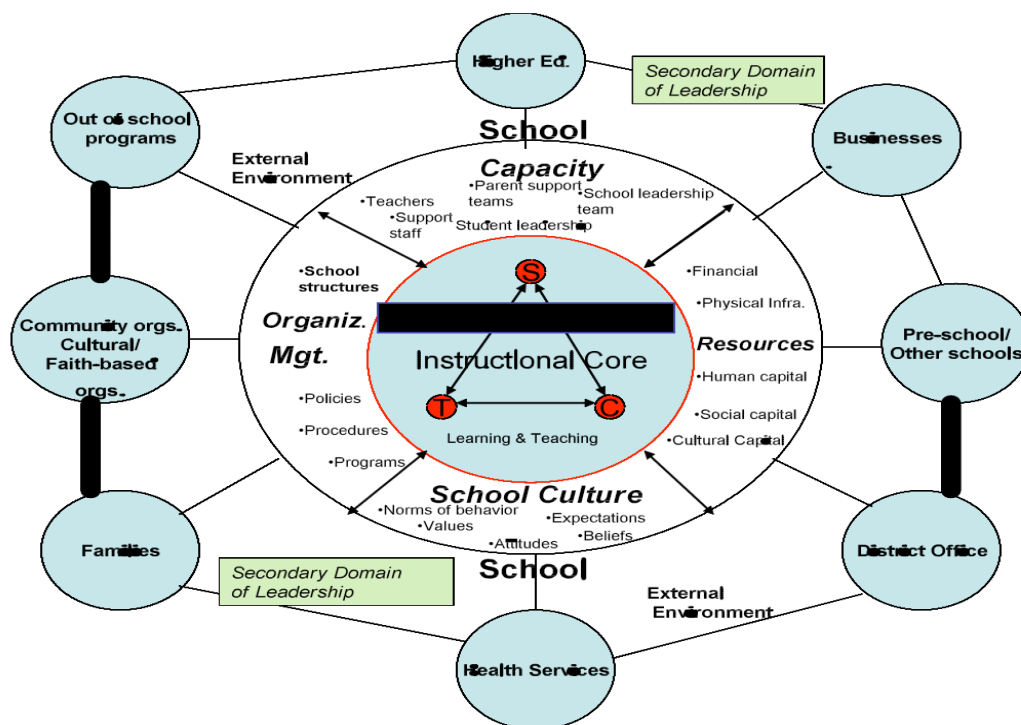
<b>External Factors</b>	<b>Internal factors</b>
Societal expectations and changes	Students
Expectations of employers	Teachers
Community assumptions and values	Institutional ethos and structure
Nature of subject disciplines	Existing resources
Nature of support system	Problems and shortcomings in the existing curriculum
Expected flow of resources	

**Source:** Skillbeck, cited in Prideaux (2003:268)

The above model supports the fact that, after the complete design of the curriculum based on the careful analysis conducted through utilising descriptive and prescriptive models, the complete documented curriculum will not merely end within the circle of its designers and DBE bureaucracy which are not at the street-level. In this case, the complete design of the policy announces its readiness to transform learners in reality according to its content. The street-level bureaucrats in the basic education system are at the centre during the implementation period of the policy content to realise the focus of prescriptive model in schools. Besides operating within schools, the street-level bureaucrats in reality are also affected by the effects of external factors highlighted in the descriptive model that need to be addressed. If these external factors are not dealt with, they hinder quality education.

The internal (within schools) and external (out of schools) operation of street-level bureaucrats means that they have a duty to support community schools. The Manyano Community School Conference paper (2010:4) referred to the below illustration of the School-based Complementary Learning Framework by Allstair Witten; as symbolising the school community model.

**Figure 4.4 School community model**



**Source:** Manyano Community School Conference Paper (2010:4).

For the creation of the above community school model, government programmes mentioned in the main interpretation of this chapter confirm that government does undertake plans to seek to support learners towards achieving quality education. For example, community school does not merely require government to focus its service within schools; but to also develop communities. From the community school model, community school can be understood as when the school uses an integrated approach to interact with stakeholders and community members to assist in tackling internal and external factors that affect quality education. This implies that community school can create a culture of learning within communities that can lead to strengthening the focus of learners in schools and effective implementation in the FET phase.

#### **4.5 BOTTLENECKS IN THE FET PHASE**

This section unfold the bottlenecks that exist in the implementation of CAPS FET phase. There is a necessity for setbacks to be identified in the process of policy implementation for the purpose of policy management throughout the implementation stage.

##### **4.5.1 The content of the policy**

The content of the FET phase provides learners with extensive freedom in the selection of subjects. Learners are allowed an option of Mathematics or Mathematical Literacy, irrespective of whether a learner has enrolled for either for example, natural sciences and its related subjects; Social Science, Business Studies, or Economics and Management. Dhurumraj (2013:59) conducted a study in the FET phase public schools in the Pinetown District on the factors that lead to poor performance in Physical Science. The findings show that learners in certain public schools in the class of Physical Sciences do choose Mathematical Literacy rather than Mathematics. This causes learners to struggle with understanding the calculations embedded in Physical Science. Teachers have to dedicate extra time to teach mechanics (Physics) to learners with Mathematical Literacy compared to learners who enrolled for Mathematics and Physical Science.



Moreover, teachers of Physical Science and learners that manage calculations in Physical Science contend that Mathematics assists in comprehending calculation tasks of Physical Science compared to Mathematical Literacy. It is further argued that Mathematical Literacy is associated with business-related calculations and lacks the core essence of Mathematics. Mathematical Literacy's content enables learners to interpret and analyse information, operate with technology, and manage resources (Department of Basic Education, 2011c:8). Yet, Mathematics includes quantitative data that exposes learners to understanding geometric, numeric and graphical relationships, whereas Physical Science involves the use of scientific knowledge to enable learners to understand physical and chemical phenomena to solve societal problems (Department of Basic Education, 2011d:8).

The Department of Basic Education's (2014b:29) enrolments between 2010 and 2014 reveal the following information on FET Phase. The enrolled number of learners in Mathematics decreased to 231 181 in 2014 compared to 245 344 learners in 2013. More Mathematical Literacy learners were enrolled compared to Mathematics. The numbers had increased to 318 994 from 330 329 in 2013. It should be noted that the 2014 grade 12 learners were the first to be exposed to the lessons of CAPS in the FET Phase in grade 10 in the year 2012. The report points out that the increase in Mathematical Literacy enrolment was going against the objective of the department.

The learners who scramble for selecting Mathematical Literacy and creating mismatching selected subjects are mostly based in poor public schools. The need for schools to be identified as performing coupled with teachers who want to be identified as performing has a perverse impact on the education system. Schools encourage learners to be enrolled in Mathematical Literacy to increase performance, and therefore discourage students from enrolling in Mathematics. Because of the incorrect choices made under pressure from schools, learners become ineligible to enrol in degrees they wanted to pursue at university in Physical Science, Accounting, Economics, and Engineering-related courses as a result of Mathematics being a requirement for such courses (Ntshoe, 2013:53).

#### 4.5.2 The quality and standard of the policy

In the FET Phase learners are guided to enrol for four compulsory subjects. These subjects are Home Language, First Additional Language (either one of the chosen languages must be the language of learning and instruction), Mathematics or Mathematical Literacy, and Life Orientation. They are also entitled to select three elective non-languages or key subjects. Overall, learners are required to enrol for seven subjects. It is further advised that a learner has an option to add subjects to a maximum of nine subjects. For learners to progress to another grade or exit the FET phase, a minimum of 40% is required in three subjects; one which must be an official language at home language level. They must also have attained 30% in other three subjects, while on the last subjects that learners' failed, they must have adequate evidence in the School Based Assessment component (Department of Basic Education, 2014b:20).

The existing regulation for grade 12 learners removed the option of writing subjects in either higher or standard grade. The DBE argued that CAPS assessments grading for grade 12 certificates are equivalent to the previous setting of higher and standard grade. In grade 12, from the year 2011–2014 learners have increased a pool of pass rates for FET subjects which include Accounting, Agriculture Management, Agricultural Sciences, Agricultural Technology, Business Studies, Civil Technology, Consumer Studies, Dance Studies, Design, Dramatic Arts, Economics, Electrical Technology, Engineering Graphics and Design, Geography, History, Hospitality Studies, Information Technology, Life Orientation, Life Sciences, Mathematical Literacy, Mathematics, Mechanical Technology, Music, Physical Sciences, Religion Studies, Tourism, and Visual Arts. The DBE worries about the performance of learners in Physical Science and Mathematics as it mostly ranks the lowest compared to other subjects (Department of Basic Education, 2014b:76).

The 2014 pass rate of grade 12s in most non-language subjects and English as the language of learning and instruction slightly decreased compared with the 2013 pass rate. The entire performance of 2014 for the National Senior Certificate (NSC) amounted to 75,8%, which symbolises a decrease in the pass rate by 2,4% compared to the 2013 percentage (Department Basic Education, 2014b:59). With regard to the DBE, the output made by CAPS in 2014 and the previous NCS policy

in 2013 in the FET phase is a sign of great achievement in the democratic history of South Africa when measuring final NSC results. South African scholars have slammed the so-called impressive performance announced by the DBE, stating that the results are misleading, irrelevant and disastrous. (Mouton, Louw and Strydom, 2013a:287; John, 2014:n.p.). How reliable is the standard of FET phase if its final output is not entrusted?

The promotion policy that supports unachieved learners in grade 10 and 11, the 30% and 40% required for a passing mark, and the preparation of FET learners revealed poor standards of directing the implementation of the policy. The Minister of DBE, Angie Motshekga, justified the promotion policy, indicating that learners who did not pass grade 11 will be allowed to proceed to grade 12. The Minister further advised that the promoted learners in the FET Phase mostly pass the grade 12. According to Ntshoe (2013:52), the standard of directing the implementation creates unrealistic expectations, making complex conditions for learners intending to attain an academic background from universities. The Catholic Institute of Education (2010:18) highlights that “poor grade by grade progression might be confusing for learners and might result in *‘studying for exam and forget mentality’*, which defeats the entire purpose of learning which is acquiring knowledge”.

Since there is no benchmarking in the FET Phase, universities are the instruments to determine the quality of education. It is only a small number of learners that qualify for Bachelor studies. The DBE National Senior Certificate Examination Technical Report (2014: 60) announced that the Eastern Cape have the least number (20.1%) of learners that qualifies for Bachelor studies from 2014 NSC results, followed by Limpopo (22.4%), Northern Cape (24.7%), Mpumalanga (24.9%), KwaZulu-Natal (25.6%), Free State (30.2%), North West (32.6%), Gauteng (37.0%), and Western Cape with (38.8%). The overall number that in total gain entrance to a bachelor is 28.3%. Besides the concern for the small numbers of learners with access to universities, there is an extra concern that these learners fail to survive in the universities, and only few complete university programmes, which reduces output in the scarce skills programmes (Ntshoe, 2013:49).

It should be noted that it is measured in the universities that the above concerns are the results gathered from learners that are received from poor schools, which ultimately expresses that public disadvantaged schools underprepare learners and establishes poor education (Mouton et al., 2013a:288). This led to an increased pool of learners in the Technical Vocational Education and Training (TVET) colleges and the Universities of Technology (formerly known as technikons). However, TVET colleges and Universities of Technology do not prepare students in a way similar to universities because they offer academic programmes that are unequal to those of standard universities. This increases the shortage of skills as a result of imbalances that result from increasing student enrolment in TVET colleges and Universities of technology, whereas the universities remain with low academic output. Mouton et al. (2013a:289) support the argument that only a few universities, such as Cape Town, Pretoria, Stellenbosch, Witwatersrand and North-West University, can meet quality of education measured by international standards while producing good academics based on research.

#### **4.5.3 Overloaded implementation work with lack of workforce**

CAPS in the FET Phase consist of overloaded work inherited from the NCS, which leads to complex management. The research conducted in schools in the Pinetown District by Dhurumraj (2013:57) states that teachers and learners raise concerns pertaining to the large volume of assessments with limited time to cover all the content. Teachers argue that the policy needs to be reviewed or administration be reduced in areas where there is density of complex obligations to cover. For example, mechanics should be separated from chemistry in order for learners to comprehend the direction of the subjects. Across the grades of the FET phase there is lack of explicit topics that should provide an explicit comprehension of the subject (Catholic Institute of Education, 2010:20). Furthermore, there is a shortage of a skilled workforce for understanding the policy in order to drive the implementation process.

It is further elaborated that the workshops dedicated to teachers does not help them in overcoming inadequate knowledge of policy content, and teachers are concerned with inadequate training offered (Van der Berg et al., 2011:4). Brynard and Netshikhopani (2011:67) point out the existence of inexperienced trainers or curriculum

advisors on the previous NCS policy content. Yet Skosana and Monyai (2013:91) emphasise that poor training of teachers by trainers does exist in CAPS which results in poor teaching in schools. The Funza Lushaka programme that enables the expansion of the pool of teachers through tertiary education does not signify that the produced qualified teachers will externally be the liberators of poor schools. Many teachers leave the teaching profession annually. This means that qualified teachers produced by the Funza Lushaka bursary can render teaching services in disadvantaged schools equal to the period that the bursary covered their tuition fees, and then arrange to exit the schools for better working conditions and salaries. The Centre for Development and Enterprise (2011:12) reported that approximately a quarter and above of newly competent teachers do not consider rendering service to South African schools. The below table reflects the demand for teachers in the FET phase in the different areas of learning.

**Table 4.3 Demand for Teachers**

Field	2010	2015	2025	2050
<b>Official Languages</b>	28 076	29 401	31 462	32 637
<b>Mathematics</b>	7 334	7 608	8 218	8 525
<b>Mathematics Literacy</b>	6 704	7 020	7 512	7 793
<b>Life Orientation</b>	6 239	6 534	6 991	7 253
<b>Commerce</b>	11 792	12 349	13 214	13 707
<b>Life Sciences</b>	6 588	6 899	7 383	7 659
<b>Physical Sciences</b>	4 904	5 135	5 495	5 701
<b>Social Studies</b>	6 776	7 096	7 593	5 701

Field	2010	2015	2025	2050
<b>Services</b>	2 620	2 744	2 936	3 046
<b>Agriculture</b>	2 021	2 117	2 265	2 350
<b>Computers</b>	1 273	1 333	1 426	1 480
<b>Technology</b>	1 086	1 137	1 217	1 262
<b>Arts and Culture</b>	374	392	419	435
<b>Total</b>	85 787	89 837	96 123	99 723

**Source:** Simkins, (2010:9)

Teachers' absenteeism in disadvantaged public schools negatively affects the learning process (Van der Berg et al., 2011:4). This signifies that countless hours are misused by uncommitted teachers in the management of class room duties. In turn, the commitment of learners in the FET phase weakens. According to Equal Education (2015:n.p.) statistical data, there is continual dropout in the FET phase, with 46% in 2010; 47% in 2011; 47% in 2012; 49% in 2013; and 50% in the year 2014.

#### **4.5.4 Government, statistics and resources**

A lack of concentrated intervention in deprived schools proves to damage the concentration of teachers in rendering the extended services within schools and in assisting to build the culture of learning in communities through SGBs, for example. Several cases can be highlighted which result from lack of proper intervention by government in poor schools. The extensive strikes that took place in the year 2007 and 2010 publicised a substantial number of teachers being disconnected from classroom duties in the periods of teaching for several weeks. The central reason was that the government was perceived to be ignoring wage demands in the field of teaching. In the periods of teachers' protest, learners were not serviced, meaning more work was needed to catch up lost time.

Misleading measures as a result of poor statistical collection and allocation explicitly result in disputes on the published data in the FET phase. For example, Spaul (2013:3) argues, based on annually reported statistics of grade 12 results, as these being misleading since there is no statistical allocation of learners who did not reach grade 12. In addition to poor statistics, based on the Limpopo issues of textbook delivery in the year 2012, the DBE reported on its achieved effort to deliver 99% of textbooks in grade 10 during the commencement of CAPS. In actuality, the reported findings of the research conducted in Limpopo schools proved that the 99% claimed figure by the DBE was misleading (Veriava, 2015:22). The case did not solely concern learners by causing delays to be embedded with the new policy; the schools' workforce was also affected for having not commenced with the implementation.

Despite the above case of textbook delivery, particularly in the FET phase, there are other service delivery crises with regard to the resources required by CAPS learning areas in the FET phase. Poor infrastructure and shortage of equipment in schools promise to bottleneck the policy. Teachers are faced with the condition to provide service in an overcrowded learning environment. Other schools suffer from improper toilets such as pit toilets, shortage of access to clean water; no libraries and laboratories in numerous public schools under the section 21 as a result of inadequate of proper infrastructure and other resources. According to the DBE (2014d:n.p.), the current state of infrastructure and limited resources do not promote and support the implementation of CAPS and leads to bottlenecks in many schools. Inadequate resources are apparent in form of 1032 of public schools with no electricity, 524 which have no water, 228 which have no sanitation, 7056 which still use pits, 13897 with no libraries, and 16732 schools with no laboratories in the year 2014.

#### **4.6 CONCLUSION**

This chapter has focused on the existing approaches adopted to support the implementation of the FET phase. It was vital to firstly highlight the viewpoint of the DBE on quality of education. This assists in comprehending the type of education objectives that the DBE wants learners to achieve. While the country spends above average as a percentage of GDP on education, it nonetheless struggles to

outperform schools in countries spending much less. While section 21 schools perform much better than section 20 schools, the advantage in resources continues to support their performance which is supported too by the learners who come from more affluent backgrounds. The DBE has viewed the situation as constituting inequality among public schools, which is undesired by the Constitution of South Africa.

Funded programmes within schools to strengthen learning and output of schools do not ensure adequate support to undo past deprivation; consequently performance is unequal. It is important to support society in improving its economic wellbeing in order to affect what happens in schools. This implies that external factors which speak to the descriptive model are significant and should be examined in this unique South African context because of the interruption they cause on the DBE's quest to improve quality education. Lastly, loopholes that are obstacles against the good intention of CAPS in the FET phase were discussed.



## CHAPTER 5

### ANALYSIS AND INTERPRETATION OF FINDINGS

#### 5.1 INTRODUCTION

The data presented in chapter four of this study is mainly generated through an examination of the documents that focus on the DBE as a government institution, teachers and learners. The DBE makes a crucial contribution in the process of CAPS implementation which has to be carried out by teachers for advancing learners through successful implementation results; this equates to quality education. The analysis of the implementation of CAPS in the FET phase will be centred on three variables; namely, the DBE, teachers, and learners. As advised by Dunn's (2014:4) writings on the provision of sound policy analysis, the analysis will be structured in a descriptive method so as to describe and explain the causes and consequences of the policy. This informs the selection of the preferred course of action for meeting desired results in policy, which will be expounded at a later stage of this chapter.

This chapter will be arranged firstly by exploring the role of basic education institutions in influencing the role of teachers in schools. Secondly, teachers' reactions on being subjected to the disposition of the DBE in the process of policy implementation will be depicted. Lastly, the way in which the approach in implementing CAPS in the FET phase affects the implementation results will be elaborated on by taking learners into account as they are the subjects that determine the success of the implementation. Explicitly, the conception of this chapter is mainly derived from the results remarked on in chapter four of this study.

#### 5.2 DBE MANAGEMENT

The presentation in section 4.3.2 regarding internal and external structure shows that the DBE management is mobilising to draw on and address influences associated with recovering quality education to facilitate the implementation of CAPS practice in schools. Considering the establishments in the external structure enacted by the DBE, it has helped the DBE to symbolically ensure that governmental policy is successfully implemented. The internal structure supports the open-ended organisational setting to enable the DBE to embark on creating consultations to

receive assistance externally. Furthermore, there is disclosure that the DBE has weakness especially around coordination in its internal structure. To support this, the situational analysis given in chapter 4 uncovered bottlenecks in the implementation of CAPS, such as concerns relating to government, statistics and resources; proving the weak official practices outlined below.

### **5.2.1 Lack of proper reporting**

Professionalism in an organisation mandates that employees should be adequately accountable to the set of duties allocated to them. Accordingly, professionalism values assisting employees to be connected to the functions of an organisation and to aid them in acclimatising in the working environment. These values eventually drive employees to discover measures to combat difficulties in understanding and fulfilling allocated duties, through formal consultations and reporting. There is arguably feeble understanding and commitment by DBE employees on duties allocated to them. This results in improper reporting among employees in the DBE branches, leading to the omission of significant information on matters of education that require attention. Improper reporting undermines professionalism within the organisation.

### **5.2.2 Lack of monitoring**

With the improper reporting which currently exists within structures of the DBE, it confirms that there is a lack of monitoring. Lack of monitoring will not only maintain the continuation of improper reporting, but will also make it difficult to understand the complex problems facing DBE in dealing with concurrent functions of the provincial departments of education. The lack of reporting makes room for behaviour that goes against the aims of policy. For example, an official can fail to report matters arising from schools, such as maladministration and mismanagement of funds.

Lack of monitoring in the DBE proves that employees ultimately present irrelevant or inaccurate data. Explicitly, this misinforms vis-à-vis the status quo in the DBE that informs decision-making. Consequently the enactment of improper prioritisation results not only triggers improper allocation and use of funds, but also upholds inequality in public schools of section 21. In section 4.3.1 it was shown that South Africa distributes more funds to improve basic education compared to many

countries in the region, including Swaziland and Kenya. However, Swaziland and Kenya's quality of education surpasses that of South Africa. In addition, the literature review and section 4.3.2.2.4 showed spatial patterns that indicate where very poor schools are located. This advises concerning the prejudiced service delivery, since public schools of section 21 that are closer to the hubs of South African economic growth have better schools compared to public schools of section 21 which are remote from the nodes that generate the South African economy. This implies the essence of uneven use of funds and inequality fuels.

Chapter three of this thesis compares South Africa to its counterparts in BRICS. The section shows that the counterparts do proper prioritisation based on research and assessment information. The chapter shows that allocation of funds should be informed by proper prioritisation in order to acknowledge the influence of efficacy and efficiency in funding for overcoming barriers in education. The formation of policy clearly appears to be based on facts collected from the section of the country's context that the policy is aimed to be directed towards.

### **5.2.3 Weak service delivery**

The lack of pilots in the DBE has led poor service delivery. Firstly the delays in delivering services in schools punctually, as exposed in section 4.5.4, obstructs the purpose of the allocated budget; that is, its readiness to be utilised on matters of education that requires urgent attention in order to provide solutions. Secondly, poor provision of training to teachers by unskilled trainers assigned by the DBE supports an emphasis established in figure 1.1 concerning the perceived implementation of CAPS; that it might de-skill and limit learners' potential. This supports the view that the policy might be sensible on paper yet become unreasonable in practice. For example, the literature review of this paper reported that the previous ineffective implementation of NCS was partly the result of ill-equipped public schools regarding resources and a workforce that is unable to adapt to the environment of policy reform. Thirdly, poor provision of salaries denotes a disregard for the significance of efficient wages, which is to encourage employees' outputs. This has resulted in strikes by teachers. The mentioned negativity of weak service delivery continues to portray the environment of public schools of section 21 as unpleasant to the capable workforce.

## **5.3 TEACHERS**

Teachers are catalysts for policy implementation to improve quality of education. The DBE management, as elaborated in section 5.1, are principal supporters of teachers for implementation of policy. Figure 4.1 informs that, for appropriate school activities to come about, infrastructure and policy must be supplied to support learners to access learning. This signifies that government schools should be equipped with infrastructure, accompanied by learning tools and relevant policy, for teachers to effectively work with learners for policy implementation purposes. With the existing weak official practices listed in section 5.1, it illustrates that teachers experience difficulties in equitably implementing CAPS in the FET phase as a result; they ultimately find themselves experiencing the below realities.

### **5.3.1 Isolation**

Isolation may take two forms. Firstly, teachers in schools become isolated from the DBE management. The critical description in 5.1 indicates a lack of effective communication needed to unite the DBE bureaucrats and its street-level bureaucrats to build an honest understanding of each other, generate transparency, and support the presentation of reliable information concerning public schools issues. In view of the above, hard issues, such as infrastructure and sanitation, along with soft issues, such as books and curriculum which are relevant to support implementation in the FET phase, are prone to shortages and are inappropriately attended as indicated in 4.5.3, 4.5.4 and literature review. Therefore, street-level bureaucrats find themselves faced with policy implementation in the FET phase without relevant backup from DBE bureaucrats. Secondly, teachers become isolated from the CAPS FET phase as a result of shortage of hardware

### **5.3.2 Unattended management and institutional structures in schools**

Section 4.5.3 emphasises teachers' misconduct, whereas the literature review informs that there is lack of participation from parents in assisting with school matters where necessary. This signifies that ineffectiveness exists among heads of schools to operate schools. In the literature review it is uncovered that even heads of schools are discontent in their inability to manage schools since they are unprepared to handle complex schools issues. This result in SGBs being inadequately informed on

their importance in schools and their role for supporting school effectiveness. Furthermore, teachers become mismanaged since they report to heads of schools with unsatisfactory management skills. The inability of principals to manage schools may restrict capability and for newly recruited qualified teachers to propose new methods. Accordingly, section 2.4.3.7 of chapter 2 advises that it causes subordinates to fear change in the organisation.

### **5.3.3 Resorting to discovering individual approaches**

The mentioned isolation and unattended management and institutional structures in schools faced by teachers depict a deficient relationship between schools and the DBE in practice. In this instance, teachers resort to finding their own approaches to undertake the implementation of CAPS in the FET phase. For example, Section 4.5.3 maintains that teachers are unprepared to approach the implementation of CAPS, whereas the implementation of CAPS has to commence. Section 3.4.3.4 shows that, in China, the research findings on teachers' preparedness to implement the curriculum proved to be remarkable; 72.8% of teachers can manage the implementation process. The prepared teachers in China show that teachers who are able to understand the content of the policy are able to transform pedagogy to advance the status of education. In contrast, unprepared South African teachers will be compelled to figure out their own approaches which will lead others to depend on the outdated pedagogy that failed in the NCS and which does not fit the curriculum side of FET phase. Other teachers may result to erratic pedagogy as a result of being required to connect with CAPS.

Section 4.5.3 indicates a concern by teachers on the increased assessment load working against curriculum coverage in physical science. In all FET phase subjects, CAPS emphasises innovative thinking in theory and practice; this suggests complexity to meet the objectives of all subjects since the theoretical part of subjects is not comprehended and the practical part is poorly carried out or not carried out at all as a result of poor resources. Consequently, this results in poor implementation.

### **5.3.4 Poor implementation**

Table 1.1 of the literature review informed this study on several implications that failed the implementation of NCS in the FET phase. It should be noted that the

mission of policy reform from NCS to CAPS, as mentioned in Figure 1.1, is guided by the notion of addressing malfunctions and critiques of the previous policies. It furthermore informs towards achieving quality education through new advanced trends prescribed in the content of CAPS. Correspondingly, the table below provides the state of CAPS in the FET phase in its implementation process which is maintained by the analysis in sections 5.1 and 5.2 in order to provide further systematic analysis.

**Table 5.1 The state of CAPS in the FET Phase**

<b>CAPS FET Phase Implementation Process</b>		
<b>Maintenance</b>	<b>Implementation</b>	<b>Implications</b>
Poor monitoring and reporting misinform decision-making to shape and amend the policy content.	Lack of understanding and adapting to the content of the policy.	Complicates learners understanding.
Maladministration.	Lack of professional or leadership practice in duties of implementation.	Unfocused learners and driven to select opposing subjects i.e. replacing Mathematics with Mathematical Literacy in classes of Physics and Accounting.
Poor figures which guide improper prioritisation that leads to unequal distribution of resources and improper use of funds.	Delays influential tasks that are a priority to be implemented in poorly resourced schools equal to better resourced schools. For example, some township area schools are better resourced schools concerning allocation of teachers top-up with sanitation, books, libraries and other experimental	Few driven to complete the FET phase.

	tools for subjects areas compared to other township area schools and rural area schools that struggles to receive sanitation, teachers and books. This creates a lack of stimulation among teachers to undertake extra effort to implement the policy in poorly resourced schools.	
Lack of investment from government and lack of stakeholders' involvement.	Poor planning and organisation in schools to manage implementation of policy.	Lack of learners' connection with parents to support learning and with external organisations to expose learners to advanced information that can support learning.
Lack of appropriate hardware and software tools.	Teachers unable to strive to be embedded with the content of the policy and embed learners.	Poor learners' exposure concerning the content of CAPS in practice.
Poor training service to teachers and heads of schools.	Poor pedagogy by teachers and weak overseeing by heads of schools.	Lack of cognitive skills.

**Source:** Author's own, ideas adopted from examining sections 5.1, 5.2 and 5.3 of this study

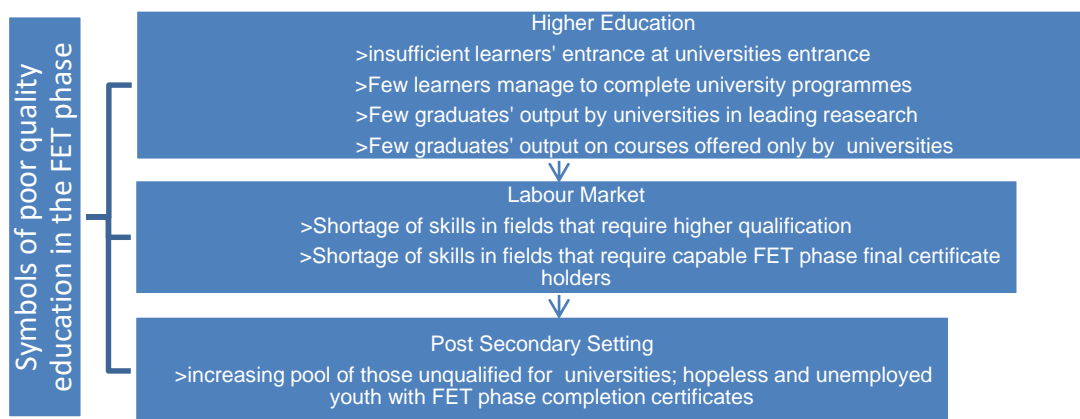
The above tabled analysis points to the necessity for measures to amend the status quo of CAPS in the FET phase. Measures need to be directed to strengthen the implementation of CAPS through improving maintenance of CAPS. This will transform the implications of deficient maintenance in order to attain a positive status quo of CAPS in the FET phase. This signifies that, to achieve the implementation of CAPS in the FET phase, there are many factors that figure into the implementation

process. Feeble implementation assures a negative status quo of CAPS that will resemble the NCSs poor education production.

#### 5.4 POOR QUALITY OF EDUCATION

Section 4.5.2 shows improvement of pass rate under NCS. However, it is denounced as deceiving society. Consequently, it is plausible to assert that the presented final results for the FET phase qualification differs from what DBE is saying and what scholars are saying. In 4.5.2 Ntshoe also responds to the remarkable implementation results of the FET phase finale certificate by stating that the standard of the policy creates unrealistic expectations. This denotes that, besides poor implementation process of CAPS, the benchmark of CAPS that allows learners to pass a grade with a mark of 30% in three subjects and 40% in other three subjects, of which one must be official language at home language level; contributes to low quality education. Symbols that support the characterisation of the DBE as producing poor quality education can be illustrated by the below Figure 5.1, drawn from the content of section 4.5.2:

**Figure 5.1 Symbols of poor quality education in the FET phase**



**Source:** Author's own, ideas adopted from examining chapter 4 section 4.5 of this study

Figure 5.1 accentuates how poor quality education in the FET phase can distract the policy plan to prepare learners in response to challenges of the global economy and the creation of an impartial society. More precisely, it unfolds how poor FET phase education imbalances the South African economy. This can be shown under three bands of skills outlined below; namely, high, intermediate, and low skills:



### **5.4.1 High Skills**

The attainment of university education from a bachelor's degree and beyond provides high skills. Figure 5.1 depicts that there is a low output rate of graduates in universities. This is an effect of selecting mismatching subjects and failure to gain entrance to bachelor's degrees in the FET phase. For example, in section 4.5.2 it is indicated that other learners integrate Mathematical Literacy in subjects that can be sensible with Mathematics. This does not correlate with many offered programmes in the universities. In turn, the statistics shown in 4.5.2 that a majority learners succeed with results that expand technikons and colleges' entry level. Of the learners who achieve university entrance, only a few complete their degrees, whereas others experience difficulties to adapt into the university education system. This constitutes a deficit of a workforce possessing high skills.

### **5.4.2 Intermediate Skills**

Intermediate skills signify skills that can be gained through the attainment of a FET phase completion certificate, TVET colleges' certificates, and diploma-related courses from technikons. Section 4.5.2 highlights the DBE as supplying more learners that qualify for intermediate skills. The great number of learners in TVET colleges greatly reduces available spaces at colleges. Poor education in the FET phase places learners with FET phase final stage certificates in an unprepared state to suit the standard of intermediate skills according to the labour market. Eventually this instigates the need to fix and strengthen the provision of intermediate skills.

### **5.4.3 Low skills**

Learners or people with no FET phase completion certificate are categorised under low skills. With the existing high rate of learner dropouts in the FET phase, there is a limited prospect of employability. This leads to hopelessness and contributes to the rise of unemployment among the youth. Low skills are significant in supporting intermediate and high skills to balance economic activities for economic growth. Ultimately, it results to purposeless when the youth of the country increasingly rely on low skills as the consequence of poor education in the FET phase.

The above viewpoints on three bands of skills support the notion that poor education traps people in poverty, raises income inequality, and denies the country's likelihood to uplift its human capital. To equalise education the status of section 21 public schools with that of public schools under section 20, a thoughtful course of action is of importance for recovering quality of education in public schools of section 21. The provision of a course of action during the process of policy implementation is part of decisive managing of policy implementation. Chapter three of this paper shows that the management of policy implementation in schools that require government's attention is the task that most requires appropriate planning. Proper planning is essential in South African public schools, especially for schools with weak management.

## **5.5 THE DESCRIPTION OF A PREFERRED COURSE OF ACTION**

The description part of policy analysis which entails describing the causes and the ultimate consequences of the existing bottlenecks in the FET phase, shows that the FET phase CAPS is a dealing of two alliances; namely, the DBE organisation management, and the school organisation management. In addition, it is provided that there is lack of contact between the DBE organisation and school organisation in order to share real issues of basic education. The focus of this section is to outline a scheme to strengthen the union between the organisation of the DBE and school organisation. Badugela (2012:35) argues on the basis of the NCS implementation and advises that for effective implementation of the policy requires collaboration between both the DBE organisation and school organisation.

To ensure the required collaboration, this will be to unfold the organisational management climate of the DBE and school organisational management in order to understand encounters in each organisation and indicate strategy for healthy collaboration of both organisations. It thus informs the significance of collaborative public management which enables the single organisational management to collaborate with the other organisational management in government, so as to form proper arrangements for successful policy implementation (McGuire, 2006:34). In this case, the essence of collaboration between DBE organisational management and school organisational management can assist both organisations to handle

recommendations, which will be expounded in chapter six of this study, for effective policy implementation in schools.

### **5.5.1 Examining DBE Organisational Management**

Theoretically, CAPS assembles the DBE organisational management and school organisational management in a single climate that upholds one mission; that is, to ensure all learners have access to equal quality education. In practice, CAPS drives the DBE organisational management and schools organisational management to operate in a separate climate. For example, the DBE realistically directs its power to school organisational management so that they adhere to CAPS for effective implementation purposes. This implies that the DBE organisational management has great influence to determine the approach to achieving quality education, compared to school organisational management, through examining the below factors.

#### **5.5.1.1 Organisation development**

Spaull (2013:55) declares that there is a possibility that the DBE can overcome its dysfunctional administrative system to develop the organisation through the allocation of capable bureaucracy to execute the below necessities:

- Identify the binding constraints to progress;
- Formulate the policy based on objectively verifiable scientific evidence;
- Implement those policies in an accountable, disciplined, coordinated and sustained manner; and
- Document successes and failures and learn from them going forward.

#### **5.5.1.2 Less complex to implement sound policy on paper compared to in practice**

The design of CAPS for the FET phase has proved its sensibility on paper regarding the required subjects and learning outcomes that will shape quality education. The real issue faced by this well-designed policy is the implementation (Brynard 2007:357). The DBE has proved its capacity to philosophically design several sensible education policies, whereas such policies in practice have proved insensible. This shows that, in the DBE organisational climate, the workforce can

successfully arrive at implementing sound policies on paper that ultimately discloses clear goals of the policy and receiving a good public attention.

### **5.5.1.3 Governmental relations**

The DBE organisational management is interdependent, which places the organisation at an advantage to mobilise support within and outside of the public sector spectrum. It is thus based on the DBE's capacity to authoritatively engage with relevant external stakeholders and to realistically exercise the importance of governmental relations to seek practical solutions for the FET phase.

### **5.5.2 Examining school organisational management**

The school organisational climate differs considerably with the DBE organisational climate. This should be given careful consideration because the management of school organisation proves to experience more complexities in successfully delivering what is expected from the school environment. Below are aspects which confirm the existing complexity.

#### **5.5.2.1 Developing the organisation in relation to developing learners**

The undertakings of principals are not limited to creating a healthy organisational environment for teachers' success in their duties, SGB's participation, and stakeholders' affiliation. It also includes modifying the school climate to make it suitable for facilitating the implementation of policy or new policy (Mafora and Phorabatho, 2013: 118). The right to access education and quality of basic education for all South African children and youth holds that principals should not act selectively to proceed with capable learners and exclude incapable learners. This results in complex challenges, since not all learners perform at the same level and move at the same pace of learning. In addition, learners' parents and SGB's in public schools of section 21 finds complexity in effectively and efficiently assisting to improve learning because they lack proper understanding concerning the learning areas of learners (Department of Basic Education, 2013a:58).

#### **5.5.2.2 Complex to implement the policy in practice**

Cognitive understanding of quality education and rationally implementing policy looks easier on paper than it is in practice. What the DBE publicly announces on how

quality education should be achieved as designed by policymakers does not imply that the tasks of the implementers are aligned with the policymakers' work to implement the policy (Brynard, 2010:194). The school climate requires instruments that are relevant to implement the activated policy.

### 5.5.2.3 Governmental relations

The school organisational climate chiefly counts on the DBE organisational management, as well as its influence to mobilise support from stakeholders, and further relies on managerial expertise of principals. The incapable workforce in the DBE to uplift and support principals and teachers in accordance with the policy have resulted in limitations for principals and teachers to create relevant networks with external stakeholders to expose learners to relevant information (Mafora and Phorabatho, 2013: 121 and Olivier, 2014:20). This implies that a school organisational climate is dependent on the incompetent DBE organisational management, which leads to pressures among school workforce.

The above established examination of the DBE organisational climate and school organisational climate can be summarised in the below table in order to represent a precise understanding of the examination.

**Table 5.2 Contrasts in DBE organisational climate and school organisational climate**

<b>DBE Organisational Management</b>	<b>School Organisational Management</b>
Less complex to develop and maintain succeeding organisation.	Complex to develop and maintain succeeding organisation.
Less complex to implement sensible policy on paper.	Complex to implement policy in practice to accomplish positive or realistic results.
Can utilise authority to mobilise support within the public sector and from external stakeholders.	Depends on the DBE management for its workforce to be equipped with relevant knowledge so as to exercise the ability to mobilise support within the DBE and from external stakeholders.

**Source:** Author's own, ideas adopted from summarising section 5.5 of this study

Table 5.2 explicitly shows that there are different interests and an unbalanced experience of the complexity between DBE organisational management and school organisational management. This results in different operational timelines between the DBE organisational management and school organisational management. This leads to a complexity of joint actions between the DBE organisational management and school organisational management. According to Winter (2011:1161), the complexity of joint actions exists when collaboration of organisations' management fails to be effective in contributing to policy implementation as a result of conflicting interests, or having misunderstandings on the matter of implementing policy.

## **5.6 STRATEGY TO SUSTAIN INTERORGANISATIONAL IMPLEMENTATION**

Interorganisational implementation elaborates on collaboration and commitment between organisations in policy implementation. However, it accentuates the influential role of managers in organisations for the governing policy implementation process (Winter, 2011:1162). Brynard (2009:566) supports the notion that utilising interorganisational collaboration in a context that is overwhelmed by complexity of policy implementation is greatly beneficial. It is therefore necessary to provide strategies for the DBE organisational management and school organisational management to overcome obstacles for effective collaboration and commitment. This will guide management of the DBE and school organisation to work together so as to have inclusive strategic management for implementation.

### **5.6.1 Deliberate leadership**

The contemporary global context requires the public sector's managerial employees to understand and engage in leadership practice. Leadership is concerned with the supervision of people in a manner to achieve certain objectives (Naidoo, 2005:21). The visibility of effective leadership is seen when leaders practically overcome challenges that hinder the success of the organisation (Tshiyoyo, 2012:111). Furthermore, Mthethwa (2012:107) advises on transformational leadership as a strategy to unlock untransformed South African public institutions which hinder the application of coordinated and inclusive strategies for meeting societal demands. Thus, interorganisational implementation requires leadership in order for organisations to cooperate and commit to achieving mutual goals in basic education.

In facilitating leadership for the creation of interorganisational implementation, as also emphasised in Gadja's (2004:13) writing, Griffin (2011:72) in Gadja (2004:71) explicitly elaborates on additional strategies that constitute interorganisational implementation.

### **5.6.2 Purpose**

An establishment of a reason for meeting between organisations' sustains collaboration. As a result, each organisation contributes to the building of a purpose to meet by unfolding issues it encounters in achieving mutual objectives so as to find solutions from each other (Griffin, 2011:6). Ultimately, the goal of collaboration and the designed schedule for frequent meetings have to be clear in order for organisations to commit on achieving mutual goals. In this case, the DBE organisational management and school organisational management can create mutual trust and be embedded in a new single philosophical and practical framework to assist each other in minimising managerial risk by exchanging ideas with each other.

### **5.6.3 Strategy and task**

To execute the designed mutual goals of the organisations, administration as an art should activate the hypothetically designed mutual goal in reality. It should be noted that, in this instance, each organisation remains independent; however strategy and tasks that should be allocated for each organisation to transform and drive new managerial missions should derive from mutual agreement provided by both organisations. For continuous collaboration, the allocated strategy and tasks for each organisation should be carried out and reporting should be done according to the schedule agreed upon by both organisations. From Gadja's (2004:71) table: Strategic Alliance Formative Assessment Rubric, it is clear that the formulated strategy and tasks for each organisation should be clearly defined and encourages flexibility. In addition, a formal structure should be designed to support the allocation of strategy and tasks.

#### **5.6.4 Interpersonal conflict and communication**

Griffin (2011:30) points out the below elements of interpersonal conflict and collaboration for sustaining collaboration and commitment of interorganisational implementation.

##### **5.6.4.1 Communication between partners should be clear and frequent**

Clear and frequent communication makes it so that organisations normally update each other with clear information and also understand each other. Consequently, collaboration and commitment is maintained. This suggests that communication can both build and destroy the organisation. For example, poor communication from organisation A to organisation B might lead organisation B to provide improper reporting as a result of misunderstanding the message. Accordingly, this can trigger interpersonal conflicts between organisations or employees. Effective communication is therefore recommended between organisations. Kushal (2010:20) notes that, in this modern age, the success of organisations through management is the result of quality communication that is known as effective communication.

##### **5.6.4.2 Communication should be used to reduce interpersonal conflict**

When disagreements exist within or between organisations, feelings of discontent and the increase of negative attitudes may result in interpersonal conflict. It is significant for management of an organisation to improve communication skills to understand the use of communication and its channels in order to resolve tensions in management. For example, in order to resolve tensions, planning on the idea that needs to be communicated is significant; however, it requires one to adopt the correct plan or trend of communication that is suitable for the type of conflict that exists in the workplace. Thus, communication skills are fundamental. Kushal (2010:20) states that sound communication brings respect among employees.

##### **5.6.4.3 Leadership actions should promote commitment among collaborating agencies**

Other than that leadership in communication fosters collaboration and commitment, Griffin (2011:30) advises that, in communication, it should also bring specific encouragement between organisations to:



- Make good-faith efforts to behave in accordance with any commitments, both explicit and implicit;
- Be honest in whatever negotiations preceded such commitments; and
- Not take excessive advantage of another even when the opportunity is available.

With the above-mentioned course of action, it should be realised that if the organisational management of the DBE and of schools form a sound interaction through the realisation of leadership, aspects such as incompetency in management can be identified to be resolved. Furthermore, the management of both organisations can also then supervise the subordinates effectively, allocating qualified employees suitable for public service.

## **5.7 CONCLUSION**

In this chapter, the coverage of the causes and consequences of policy shows that, in actual fact, there is lack of utilisation of the idea of policy management. It is also discovered that successful policy implementation does not only depend on the role of teachers in implementing policy. The situation also depends on the policy trend and its extent to which it is able to accommodate teachers for the implementation process to be alleviated or simplified. Simply put, bad policy design complicates the policy implementation process. The discussed course of action seems to show that interorganisational implementation can limit the chances that the policy will be less accommodating for implementers at the street-level of bureaucracy. In this case, the normal meeting of management from both DBE and school organisations provides opportunities for sharing ideas and building strategies that are informed by the shared ideas. This will enable the management of the DBE and of schools to manage recommendations on improving the quality of basic education.

## CHAPTER 6

### SUMMARY, RECOMMENDATIONS AND CONCLUSION

#### 6.1 INTRODUCTION

South Africa is a democratic country that strives for the betterment of quality education by concentrating on effective policy implementation. This study has attested that South Africa has made considerable effort to provide education inclusively. Nonetheless, the study has additionally proved that there is a fierce gap such as with regard to poor quality of education in the FET phase which also decreases the gross enrolment rate at basic education which exists and which requires consideration by the DBE. Thus, quality education requires considerable attention in order to fill the gap that exists in the basic education system. By achieving universal education within the country without quality education, the country will not receive the benefits that come with achieving quality of basic education.

The South African situation, with its poor education in all phases of basic education, suggests that the implementation of policy in the FET phase has not yet yielded truly positive results. At this stage, the implications of poor education in the FET phase prove its extent since learners when they reach post-secondary setting continue to experience challenges to cope. There is a great requirement for the DBE to invest in the FET phase in order to prepare youth for post-secondary school. This chapter will provide a summary of the preceding chapters which draws focus back on the unique significance of the FET phase. How objectives of this study were met and commendations during the collection of data for this study, will be illustrated. In addition, to support the course of action provided in chapter five, recommendations for effective management and implementation of CAPS in the FET phase will be provided. Finally, concluding remarks on the established recommendations will follow.

#### 6.2 SUMMARY OF CHAPTERS

Chapter one introduced this study by elucidating the status quo of basic education in South Africa, the existence of CAPS, and its purpose. This chapter further outlined

the motive behind analysing the implementation of CAPS in the FET phase. It confirmed that the FET phase is the channel that leads learners to a better understanding of the world, and noted the significance of higher education and the labour market. The objectives were listed. The qualitative method of research and secondary data collection instrument were fundamental to this study and this was justified in the first chapter. Lastly, the outline of the study and clarification of concepts were provided to assist readers in understanding the difficult terms incorporated in this chapter.

Chapter two proclaimed public administration to be the backbone of policy implementation in the FET phase. In this instance, in order to confirm public administration as a pillar of public policy; an understanding of public administration was unfolded by expounding Public Administration as an art and field of study. The role of public administration and its purpose, effective trends of administration in the 21<sup>st</sup> century, the kind of public administration used in the DBE to implement policy, and how it relates to and benefits public policy was discussed. Furthermore, this chapter explained the process of policy design, policy management, and policy analysis.

Chapter three concentrated on BRIC countries' approaches to improving quality education for learners categorised in a level that is equal to the FET phase. This chapter has proven that difficulties exist in policy implementation. In addition, it showed that countries apply dissimilar trends to implement policy and policy design as instruments to improve quality education. Proper prioritisation, reliable research findings on the challenges of education, improvement of quality teaching, engaging parents/community in support for improving quality education, and allocation of relevant resources in the FET phase were issues covered in the chapter which are to be progressively undertaken by BRIC countries in order to improve quality education. South Africa was omitted in this chapter; hence the chapter examines how other countries in BRICS have managed to lead South Africa on improving quality education.

Chapter four outlined the internal and external factors that matter to education and how government responds in managing internal and external factors in order to influence quality education. Furthermore, an interpretation of internal and external

factors was provided. Lastly, the existing bottlenecks in implementing CAPS in the FET phase were listed to represent research finding. This chapter argued that there is a necessity to advance the support of CAPS in the FET phase in order to manage the implementation and improve quality education.

Chapter five focused on analysing CAPS in the FET phase. This covered the causes of existing findings or bottlenecks stated in chapter four and the consequences that can emerge if the bottlenecks in the FET phase persist. In this chapter, the discussion on the course of action was to lay a foundation capable of handling building blocks or recommendations on improving quality education. In this case, the vitality of interorganisational implementation proved to be the strategic foundation that can be established in relation to complex societal issues. In addition, organisational implementation is considered suitable to intervene on modern arising societal issues.

Chapter six summarises the study and detail recommendations in order to improve quality of education through effective policy implementation. Recommendations are elaborated through the seven dimensions approach of policy implementation. Lastly, concluding remarks of chapter six is provided in line with what is detailed by the content of this chapter.

### **6.3 MEETING RESEARCH OBJECTIVES**

The purpose in conducting this study was to solve the identified research problem of this study by meeting the detailed objectives shown in chapter one. The objectives of this study were met through utilising research questions. The following is the summary that shows how each of the objectives was achieved.

**Objective one: To evaluate and identify current gaps in the implementation of CAPS in the FET phase.**

Evaluating and identifying current gaps in the implementation of CAPS in the FET phase began by specifying the manner and extent to which the situation analysis (external and internal factors that affect policy implementation) that impact the implementation of CAPS FET phase is approached in order to prevent poor policy implementation. For example, section 4.3.2 shows such external and internal factors and the extent to which they are implemented. However, the idea was to arrive at

identifying undertakings, both those omitted and emergent that currently affects the implementation of CAPS in the FET phase. Consequently, the identified bottlenecks in implementing CAPS in the FET phase, as expounded in section 4.5 of this study, incorporate the omitted and other emerged undertakings that currently affect the implementation of CAPS in the FET phase.

**Objective two: To evaluate the various strategies in place in the BRIC(S) countries that strives towards quality education.**

The evaluation of the various strategies in place in the BRIC(S) countries that strives towards quality education was done by considering what is meant by quality of education, as shown in section 3.2, and further by considering the building blocks of quality education for desirable outcomes, as presented in section 3.3 of this study. The reason behind considering the above-mentioned sections was that the sections influence the evaluation of BRIC(S) strategies in section 3.4 of this study by taking into account the pattern considered by some BRIC(S) countries (Brazil, India and China) in order to progressively escape their negative historic effects on education, which resembles those of South Africa. Furthermore, the manner in which these countries strive towards impacting learners with quality of education, as well as the planned activities in BRIC(S) that surrounds policy implementation in order to attain progressive implementation have an impact on the evaluation in section 3.4. Chapter three of this study provides not only strategies but comprehensive strategies in place in the BRIC(S) countries and that are suitable reference points for South Africa. Furthermore, the chapter provides a matrix which concisely illustrates these various strategies in order to simplify the identification and comparison of these strategies.

**Objective three: To describe the documented strategies that can be used in the implementation of FET policy.**

The provision of the course of action in section 5.5 of this study is shaped by describing the documented strategies that can be used in the implementation of FET policy. However, only documented strategies relevant for use in forming a modern course of action were selected.

**Objective four: To recommend improvements to the CAPS policy implementation process in the FET phase.**

To provide a balance to the course of action mentioned in section 5.5 of this study, this chapter suggests strategic advice on managing the CAPS policy implementation process in the FET phase. Recommendations within this chapter are established through considering chapter three, four and mainly chapter five of this study. However, the structure of the recommendations was guided by applying seven dimensions which give direction on the approach of policy implementation in order to achieve effective implementation as depicted in section 6.3 of this study.

## **6.4 COMMENDATIONS**

There are few teachers who, regardless of experiencing shortage of resources and lack of leadership in their colleagues in schools, strive to develop themselves through academic and leadership development workshops in order to ultimately use their capacity to improve quality of education among the learners they teach.

## **6.5 RECOMMENDATIONS**

The guide to successful policy implementation is structured in various forms by scholars. For example, Brynard (2003:317) prepares the 5C protocol as a guide to ease policy implementation in practice. In relation to the 5C protocol of Brynard, Bhuyan, Jorgensen and Sharma (2010:5) have also formulated seven dimensions as a policy implementation guide for effective policy implementation in practice. The recommendation towards improving quality education in the FET phase by effective policy implementation will be developed under the below seven dimensions.

**Main Finding:** Misunderstanding of the policy by school workforce

**Recommendation One:** The policy, its formulation, and dissemination

Effective policy implementation in the FET phase will also depend on whether the designed content and message of the policy appear clear to implementers. In this case, teachers' articulations on understanding the content of CAPS in the FET phase, mainly in public schools of section 21, should be formally recorded by school organisational management in each school. This will assist school organisational management to also notice emerging challenges encountered by teachers in

adapting to the content of CAPS. The school organisational management should report matters associated with complexity in understand CAPS within interorganisational implementation. Knowledge exchange through interorganisational implementation should exist in order to understand challenges and the causes of challenges encountered by teachers in adapting to the content CAPS. Therefore, carefully designed strategy to resolve matters of misunderstanding the content of CAPS by the implementers should stem from coordinated ideas by interorganisational implementation. In this instance, if amendments of CAPS FET phase should take place, the ideas leading the amendments can easily be informed by the recorded articulations based on issues of complexity in order to adapt and implement the content of policy.

**Main Finding:** poverty, cultural practices, and HIV/AIDS persists to affect learning

**Recommendation Two:** Strategy to eradicate Social, political and economic issues

It should be noted that policy implementation at basic education level requires support through dealing with external factors that are capable of negatively affecting the implementation process. For example, cultural practices that affect learners' participation in learning areas should be negotiated with the elected traditional leaders for relevant solutions. Chapter three of this study reflects that cultural practices which detach learners from school for several months still persist among black communities. In addition, the continuous HIV/AIDS pandemic and poverty should be subject to intervention by robust strategy that should be sustained by performance or role of social development, human settlement, and health departments.

**Main Finding:** Lack of commitment to implementation

**Recommendation Three:** Leadership for policy implementation

Chapter five specified interorganisational implementation that should be harnessed by leadership. The required essence of leadership by DBE organisational management and school organisational management in the creation of interorganisational implementation is also necessitated for subordinates in both organisations. This denotes that both DBE and school managements should transform their subordinates by redirecting their essence of leadership. For example,

strategized solutions allocated for DBE organisational management and school organisational management within interorganisational implementation should be scientifically administered by their subordinates. By using various techniques, subordinates can be equipped with leadership skills.

Career development, adequate and relevant training, and the provision of motivational seminars to both DBE and school organisational subordinates should be prioritised. These subordinates must also be exposed to decision-making and operative monitoring and evaluation should be applied to monitor the work of both the DBE and the school workforce. This implies that both the workforce from the DBE and the school should be skilled to undertake CAPS implementation in the FET phase and any amendments that might exist during the course of its implementation.

**Main Finding:** Lack of stakeholder involvement

**Recommendation Four:** Stakeholder involvement in policy implementation

Besides improving teachers' operation in schools, there must be a design strategy to assist learners into completing the FET phase. Parents and community leaders must be informed on the importance of the FET phase of education and their role in assisting teachers and principals to implement CAPS effectively. In this case, SGBs should also receive relevant training to understanding the operation of school organisation, since SGBs of section 21 public schools mostly lack proper information on the operation of schools and systems of school management. In addition, engaging relevant private sector organisations and NGOs to support proper development of quality education in the FET phase is crucial. This should be conducted through planned governmental relations that should stem from interorganisational implementation.

**Main Finding:** Lack of relevant resources in the FET phase

**Recommendation Five:** Planning for implementation and resource mobilisation

Once an education reform exists, it implies that transformation of practices to implement the policy is expected. Within interorganisational implementation there should be the design of an action plan that links teachers to the reformed policy. An action plan should incorporate the level of expertise that should describe the



required workforce to carry out implementation in the FET phase, the allocation of budgets, operational devices, and a proper work plan for teachers that is appropriate for the FET phase. Without mobilising relevant resources to implement CAPS in the FET phase, old practices for implementing the policy will be used by teachers and result in complexity in achieving effective implementation.

**Main Finding:** Partial service delivery

**Recommendation Six:** Operations and service delivery

Partial and poor service delivery delays practical operations in the process of implementation. Officials in the DBE should be accountable for handling and spending available funds in sequence. For example, public schools under section 21 are not developed equally. Chapter four of this study reports that other schools have feeble infrastructure, no textbooks or electricity. Nonetheless, other schools have books and infrastructure and they only lack appropriate technological tools to carry out CAPS. In addition, chapter four proclaimed that public schools that suffer from the brunt of partial allocation of resources are mostly remote from hubs of economic development. Within interorganisational implementation, the management of school organisations should be able to report poor service delivery or biased allocation of resources within their respective provinces.

**Main Finding:** Lack of reporting

**Recommendation Seven:** Feedback on progress and results

The subordinates of both the DBE and school organisations should report on the progress made in implementing strategies in their respective organisational managements. Therefore, the DBE organisational management and school organisational management should report through the form of interorganisational implementation concerning the progress made and reasons for a lack of progress within their organisations. This should be done during the process of CAPS implementation.

## 6.6 CONCLUSION

Although the government is committed to CAPS implementation and its mission to improving quality education, government requires the incorporation of a relevant range of external stakeholders that will import other methods appropriate for implementation in the FET phase. It is in the government's capacity to select steadfast external stakeholders. In this case, it should be noted that for any mentioned strategy to manage the implementation of policy skills, leadership is fundamental. This implies that the skills and leadership should be used to create appropriate strategic planning that will elevate production within the DBE and schools. In addition, strategic planning should incorporate how governmental relations will be conducted.

To ensure the strategic planning is progressing in its implementation, there should be an effective monitoring and evaluation system. This will ensure that employees adhere to principles of the organisation. The absence of parental support in schools results in learners not being committed and driven to complete the FET phase. In addition, the school workforce also lacks strong motivation or commitment for learners to succeed. The SGBs should be trained to engage parents so as to support learners in their learning areas. Parental guidance is significant in motivating learners to succeed. Furthermore, a school workforce can be held accountable to duties allocated to them since SGBs are able to raise parents' concerns for their children's failure in the FET phase.

The availability of a budget should be utilised according to the planned priorities. This increases commitment of teachers and hope for learners in schools that have not yet received certain resources that other schools have already received. As a result, planning the prioritisation places every disadvantaged school in a similar context of treatment. When other schools receive adequate infrastructure for classrooms and a library in a certain community, for example, other schools should be assured to receive such infrastructure in a certain fixed period as according to fairly planned prioritisation. In this case, school management are required to act flexibly in their management duties.

Incomplete and delayed projects that intended to uplift the image of schools necessitate reporting by the management in schools through the form of interorganisational implementation. Teachers should also be incorporated in decision-making processes to assist school management in identifying blockages and gaps that exist and ideas which need to be attended to within interorganisational implementation. This suggests that policymakers and implementers should both be in the same context of understanding the policy in order for quality education to be technically improved.

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