

Chapter 1: Rationale and problem statement

1.1 Introduction

The *South African Schools Act 84 of 1996*¹ (RSA, DoE.1996 (b), Section 16(1)-(3)) decentralises authority and decision-making power to schools, in particular to the school governing bodies who are the public administrators. The *Constitution of the Republic of South Africa 108 of 1996* (RSA, 1996, Section 195(1)) stipulates the values and principles for all organs of the state which govern the public administration. The values and principles are: a high standard of professional ethics; development orientation; providing services fairly and equitably; responding to community needs; encouraging public participation in policy making; accountability; fostering transparency by providing accurate information; encourage human resource development and career development, and addressing past imbalances. As a result of these legal developments, school governing bodies have become accountable to educators, learners, parents and the broader community. The school governing body's role in making real decisions on and developing language policy for the school, in line with provincial frameworks, impacts on the topic because it influences the school's language of teaching and learning and the provision of resources to support it. However, this is not the emphasis of this dissertation. The central focus of this study is to investigate the way in which the Common Tasks for Assessment (CTA) Instrument for the Learning Programme: Language, Literacy and Communication: English Primary language for Grade 9, is managed and implemented at school level. In this respect, the professional management and the implementation of the assessment instrument by school management teams (SMTs) are examined. It is important to stress that assessment is an integral component of *Curriculum 2005 (C2005)*; hence its examination is encapsulated within the context of Grade 9 curricula for English.

The *Assessment Policy of 1998 for General Education and Training (Grade R-9) and ABET*,² (RSA, DoE. 1998(b) paragraph 17, sub-paragraph 11) stipulates that external assessments are designed, and administered by an examination body and would be undertaken at the end of Grade 9. This fact is endorsed by *An Interim Policy Framework for the Assessment and Promotion of*

¹ Hereafter, referred to as the *Schools Act*

² Hereafter, referred to as *the National Assessment Policy*

Learners in Grade 9 (RSA, DoE. 2003(a) paragraph 15) and the Gauteng Department of Education's (GDE) Circular 39 (RSA, GDE. 2003(c):2) which states that the external assessment takes the form of the CTA Instrument, which was developed and set by the Department of Education (DoE). To this extent, the researcher attempts to highlight the problematic background of the research topic, *a study of the management of the common tasks for assessment (CTA) instrument at selected secondary schools in Gauteng*, in the next section.

1.2 Background to the research problem

After the legacy of Apartheid education and the introduction of new policy innovations to reform the education system in South Africa, there has been a dire need to rebuild the culture of management and classroom assessment practices in the country. In order to foreground the problems surrounding the topic, the concepts of **effectiveness** and **efficiency** in the context of education management are succinctly analysed and presented in the literature study in chapter two.

Amongst other issues, the researcher critically analyses and explains education policies, legislation and other emerging related issues that impact on the topic for enrichment purposes. The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 9, sub-paragraph 9) is predicated on the system of continuous assessment. This form of assessment which is central to the topic, underpins the CTA Instrument. Thus, a critical analysis of continuous assessment in outcomes based education versus traditional summative assessment is presented in the literature review to enhance the conceptual understanding of the two types of assessment.

The *Schools Act* (RSA, DoE. 1996(c), Section 16(1)-(3)) introduces drastic changes for schooling in South Africa. The notions of decentralisation of authority, self-managing schools, school governing bodies and school-based management, which emanate from the *Schools Act* are critically analysed and described in chapter two. These notions significantly impact on how the principal, school management teams (SMTs) and Grade 9 educators actually manage and implement their professional roles and functions in the new education system.

With the implementation of new education policies, principals are facing numerous challenges, and increasing management problems are emerging as a result of this (Towers & Towers 1996:67-72). Assessment reviews and Grade 9 assessment policy evaluations are critically analysed and summarised in chapter two to highlight the problems surrounding the topic: *a study of the management of the common tasks for assessment (CTA) instrument at selected secondary schools in Gauteng*.

In addition, problems emanating from an instrument similar to the CTA Instrument in South Africa, namely the School Assessment Test Instrument in the United Kingdom, is critically analysed and presented to contextualise the research topic more broadly.

The researcher focuses on the CTA Instrument which is a new phenomenon in South African schools. Therefore, what it entails, and its implications for SMTs and Grade 9 educators in terms of management responsibilities and classroom practices respectively, are investigated, analysed and presented in chapter three. For this purpose the national and provincial guidelines for the CTA Instrument are closely examined for clarification of what principals, SMTs and Grade 9 educators are expected to do with the CTA Instrument.

Education management development and training is crucial for increasing competency levels of SMTs. Therefore, this phenomenon, with particular emphasis on forms, styles and models of management and leadership are scrutinised, analysed and discussed in detail in the literature study to assist in improving their management practices. In addition guidelines for SMTs on effective management practices for the implementation of the CTA Instrument in schools are provided.

In sum, the above discussion illustrates the problematic nature of the background which can present numerous obstacles to SMTs and Grade 9 educators in general. Principals, as heads of schools and the SMTs have important roles to play and, in particular, in the management and implementation of assessment in Grade 9. It is the contention of the researcher in this dissertation that their management forms, styles and models, as well as their leadership styles are directly linked to the overall performance of learners. In the next section the researcher presents the problem statement, as it emanates from the background of the research topic.

1.3 Statement of the research problem

From the preceding discussions, the following research questions emerge:

- What does the CTA Instrument for the Learning Programme: Language, Literacy and Communication: English Primary language, in public secondary schools entails?
- What are the positive and negative aspects of the CTA Instrument?
- How is implementation of the CTA Instrument managed in school?
- What is the status of education management development and training of SMTs and educators for managing the implementation?
- How do the learners perform in the CTA Instrument?

With these research problems in mind, the researcher presents the aim and objectives of the research study in the next section.

1.4 Aim and objectives of the study

The broad aim and specific objectives which are linked to the aforementioned research questions are clarified in this section.

1.4.1 Aim

The broad aim of this research study is to:

Investigate the management and implementation of the CTA Instrument as a tool for assessing Grade 9 learners in selected public secondary schools in Gauteng Province.

1.4.2 Objectives

In order to achieve the above broad stated aim of this research project, specific objectives are identified to address the research problem. The objectives are:

- to investigate what the CTA Instrument for the Learning Programme: Language, Literacy and Communication: English Primary language, in public secondary schools entails

- to identify, clarify and describe the positive and negative aspects of the CTA Instrument
- to identify, analyse and describe the principals, SMTs and Grade 9 educators' training and development for managing and implementing the CTA Instrument
- to identify and discuss how the implementation is managed and management challenged
- to identify and interpret the performance of learners in Section A and Section B of the CTA Instrument

With these objectives in mind, the researcher now presents the qualitative research design through which the investigation was conducted.

1.5 Research design

The broad aim of this research project is to evaluate the stated research questions accurately and scientifically. For this purpose, a structured plan of action or procedure to conduct the research is required (McMillan & Schumacher 2001:31) and to this end a qualitative research approach was selected by the researcher. This qualitative paradigm encapsulates the following methodologies:

- literature study
- in-depth face-to-face interviews
- case study
- observation
- document analysis

In this approach an exploratory study was conducted to examine the new phenomenon, the management of the CTA Instrument in Grade 9, using a small group of respondents. Since there is not enough information available about the new phenomenon, the nature of the research topic lends itself appropriately to an exploratory study. Such a study is compatible with qualitative research approaches (Sarantakos 1998:7).

In-depth, face-to-face interviews were undertaken in order to gather first-hand information from respondents. Unstructured interview schedules were utilised for this purpose.

A case study of four schools from four different districts in Gauteng was undertaken. In this way, rich and complex data was collected on the social reality of the phenomenon. The researcher then ensued with an analysis and categorisation of information using Tesch's model of data classification.

More detail on the above mentioned methodologies, analysis and synthesis of data is presented in chapter three. With this in mind, the researcher conducted a literature study in order to collect data.

1.5.1 Literature study

An in-depth literature study of local and international literature such as policy documents, GDE's circulars, comments and texts was conducted. The purpose of this literature study was to create awareness of the importance of transforming poor management and assessment practices into effective ones. The results of this study were used to inform public schools in the sample of how effective management and good assessment practices can be achieved. This will hopefully have a positive influence and create an impact on the quality of management and assessment practices in Grade 9. With this in mind, a delimitation of the field of study is undertaken in the next section.

1.6 Delimitation of the field of study

The delimitation of the field of study was done by means of an analysis of the most important concepts, a demarcation of the scope of the study and by setting a programme of study comprising of chapter divisions. The researcher acknowledges the limited parameters for data collection on the topic, which are specifically underpinned by the critical research questions identified in section 1.3 of this chapter. Bearing this in mind, the researcher presents a conceptual analysis of terms relevant to the topic in the following section.

1.6.1 Conceptual analyses

In an attempt to determine what is relevant to the field of study and what is not, a conceptual analysis is done with regard to the following: Management, Implementing, Common Tasks for

Assessment, Learning Programme: Language, Literacy and Communication: English Primary language, and Gauteng.

1.6.1.1 Management

According to the *Cassell Concise English Dictionary* (1994, s.v. ‘managing’), the concept of **managing** refers *inter alia*, to the action to “organise; regulate; be in charge” or to “gain influence with or maintain control over.” In this study, the concept of **managing** implies the skilful employment of means, skill and ingenuity to conduct and administer the CTA Instrument efficiently and effectively.

1.6.1.2 Implementing

According to the *Cassell Concise English Dictionary* (1994, s.v. ‘implementing’), the concept of **implementing** refers *inter alia*, to the action to “fulfill, to carry into effect; to complete, to supplement; (Sc Law) fulfillment, complete performance.” In this study, the concept of **implementing** implies to fulfil, carry into effect and complete the administration of the CTA Instrument effectively and efficiently.

1.6.1.3 Common Tasks for Assessment

The DoE’s *Assessment Guidelines for Language, Literacy and Communication* (RSA, DoE. 2002:3) defines the concept of **Common Tasks for Assessment** as

various forms of assessment activities, which may be set nationally, provincially, (sic) (in) districts or cluster (s) for each learning area.

In this study, the operational definition of CTA Instrument is the various forms of assessment activities for the Learning Area: Language, Literacy and Communication: English Primary language, set nationally as the external assessment component to complement school-based assessment for Grade 9.

1.6.1.4 Learning Programme: Language, Literacy and Communication

The DoE's *Senior Phase Policy Document (Grade 7-9)* (RSA, DoE. 1997(h):26) defines the concept of a **learning programme** as the vehicle through which the integrated curriculum is implemented and which is broader than a learning area. In this **learning programme**, learning activities are linked to Specific Outcomes and Assessment Criteria from other learning areas. The operational definition of a **learning programme** in this study is the vehicle through which the *OBE* integrated curriculum is delivered.

According to *Cassell Concise English Dictionary* (1994 s.v. 'language'), the concept of **language** refers *inter alia*, to:

Human speech; the communication of ideas by articulate sounds or words; the vocabulary peculiar to a nation; the vocabulary appropriate to a particular science or profession, the phrases and manner of expression peculiar to an individual; literary style; the phraseology or wording of a book, passage or speech; any formal or informal method of communicating ideas by symbols and gestures.

In this study, the concept of **language** implies human speech, communication of ideas by articulate sounds and words, the phrases and manner of expression, the literary style, the phraseology or wording, and any formal or informal method of communication by symbols and gestures.

According to *Cassell Concise English Dictionary* (1994 s.v. 'literacy'), the concept of **literacy** refers *inter alia*, to the action "of being able to read and write." This is the meaning that is attached to the concept of **literacy** in this study.

According to *Cassell Concise English Dictionary* (1994 s.v. 'communication'), the concept of **communication** refers *inter alia*, to "the action of communicating; that which is communicated; news; intercourse or a connecting link." In this study, the concept of **communication** implies the act of speaking, listening, reading and writing formally and informally.

1.6.1.5 Gauteng

Gauteng is one of the nine provinces of South Africa.

It stretches just over 110 km, from Springs in the East to beyond Randfontein in the West, and from the engineering heartland of the Vaal, through Johannesburg, to Pretoria in the North (*Pretoria News Advertising Supplement*, 1997: 4)

Gauteng has a total of 468 public secondary schools. In this sector, in 2003, a total number of 121,156 Grade 9 learners were admitted and 16,852 educators were employed (RSA, GDE. 2003(b)). With the concepts of the research topic in mind, the researcher presents the parameters for the scope of the study in the next section.

1.6.2 Scope of the study

In order to demarcate the scope of the study, the researcher considered the *Admission Policy for Ordinary Public Schools of 1998* (RSA, DoE. 1998(a)) and the *Language in Education Policy of 1997* (RSA, DoE. 1997(c)), as criteria for selecting the schools in the Gauteng Province of South Africa. These policies are common to all the schools and are applied uniformly across all public schools in the country.

Four public secondary schools, of which two were under the control of the former Transvaal Education Department and two, under the control of the former House of Delegates, were selected as research sites from the document called *Basic Figures on the Size of Gauteng's Pre-tertiary Education Sector* in the case study sample (RSA, GDE. 2003(f)). Four districts of the GDE, out of a total of twelve, were selected for conducting the research. (See Annexure L). The researcher purposefully handpicked the public secondary schools and districts for variety and comparison.

The researcher identified Grade 9 learners because the CTA instrument is being implemented only in Grade 9 and not in any other grades. There are 28 Grade 9 classes, approximately 980 learners, eight educators who are teaching English Primary language and four heads of departments for Language, Literacy and Communication, in the selected schools.

In terms of the *Senior Phase Policy Document (Grade7-9)*, (RSA, DoE. 1997(h):29) learners in public schools have to take at least two official languages in the curriculum. As an official language, English is taken by the majority of Grade 9 learners in the chosen schools in Gauteng, and in South Africa. For this reason, the researcher selected the Learning Programme: Language, Literacy and Communication: English Primary language, specifically in which to investigate the research phenomenon. The research was undertaken during the first, second and third terms of the school calendar for 2004.

The conceptual analyses of terms done in Section 1.6.1 and the scope of this study demarcated in Section 1.6.2 of this chapter, delimit the research in order to make the aim and study objectives clear and distinguishable from the aim and objectives of other research topics. Acknowledging these delimitations, the researcher indicates the way the research data are divided into chapters in the next section.

1.6.3 Division of chapters

With regard to the demarcation of chapters, the researcher discussed the contents of this study in five chapters.

Chapter one deals with the rationale and problem statement. It entails a brief description of the introduction, background to the topic, problem statement, delimitation of the research, scope of the study, chapter division, significance of the study, and conclusion.

Chapter two consists of a literature study. An in-depth exploration and review of appropriate and relevant local and international literature and documentation on aspects, such as legislation and policy, assessment, *Teacher's Guide* to the CTA Instrument, challenges facing educationists, education management development and training, forms, styles and models of management and leadership were undertaken. Guidelines for the effective management of the CTA Instrument are provided.

Chapter three contains detailed information relating to the qualitative research design, data collection methodologies, data analysis and classification. Advantages of the interview method are explained. A detailed description of the research sites and target population is provided. A description of interview schedules, triangulation, the researcher's role, access to research sites, and issues of trustworthiness of the research are presented.

In chapter four the analysis and discussion of findings based on the qualitative examination are presented in detail.

Chapter five concludes the research report on the topic, a *study of the management of the common tasks for assessment (CTA) instrument at selected secondary schools in Gauteng*. In this chapter, the researcher summarises, discusses and interprets the main findings, draws conclusions, makes recommendations for improvements, indicates the limitations of the study and identifies areas for further research. Acknowledging the division of chapters, the researcher presents the significance of the study, in the next section.

1.7 Significance of the study

The study is significant because it contributes towards empowering Grade 9 educators and SMTs to improve their current classroom and management practices respectively. Educators who are involved in quality assurance structures such as, *inter alia*, School Assessment Teams, School Support Teams, Whole School Development Teams, District Assessment Teams and the Provincial Assessment Team, will find this study useful because it highlights problems around management of assessment, which occupies a prominent position on the schooling agenda. It contributes towards raising the awareness of district officials who can support schools and train principals, SMTs and Grade 9 educators more meaningfully in areas of need. Teaching and learning, assessment, and management material developers will benefit because it helps them to deepen their understanding and knowledge. The study is important because it informs the Examinations and Assessment, and the Curriculum Development Directorates in the GDE and DoE to make informed decisions in order to streamline and strengthen the CTA Instrument.

1.8 Conclusion

Although the task of managing and implementing the CTA Instrument seems daunting and presents a formidable challenge to educationists, rest assured it is not an insurmountable task! If principals increase their commitment to their work and strive vigorously towards effective management, the goal of establishing efficient management practices can be attained. SMTs that are not yet competent in learner assessment and management only exacerbated this problem. This is the result of a plethora of obstacles and challenges they faced largely due to their inadequate, incoherent and unsatisfactory management training (Rasool 2000:8-9). As a result of the aforementioned problems, it is incumbent on all educators and SMTs to make conscious efforts to improve the way they understand, apply and manage assessment in Grade 9. This is necessary for entrenching good quality education management and assessment practices in schools. Principals and education managers play a vital role in the pursuit of effective and efficient management practices. Therefore, it is critical for them to continuously increase their competency levels and consistently persevere to find ways in which excellence in managing the CTA Instrument can be achieved.

To this end, a critical analysis and discussion of available documents and literature relating to the phenomenon can assist in further contextualising the research topic. This is done in chapter 2.

Chapter 2: Literature study

2.1 Introduction

Principals and SMTs are able to assert the necessary influence and power to improve learner performance and overall results, by virtue of the hierarchical positions and status they occupy in schools (Hoyle 1986(a):74-79). After a process of rigorous analysis of information from a variety of literature, the researcher also holds the position that principals and SMTs can exert significant influence on teaching and learning, and learner performance. They can do this through their various sources of power and the acquisition of knowledge and skills for developing and implementing effective and efficient management systems, processes and procedures in schools (Daft 1999:406-407).

The title of the dissertation introduces two complex concepts, namely **management** and **Common Tasks for Assessment Instrument**. These two terms were conceptually analysed and defined in chapter one and would therefore not be analysed further in this chapter. Management is measured by its effectiveness and efficiency. However, the two relative concepts, **effective** and **efficiency** need further clarification as they are often used to describe, qualify and quantify management performance of individuals or instruments.

2.1.1 Effective

The *Dictionary of Modern English Usage* (Fowler 1965:146) states that the word **effective** “applies to the thing done or its doer,” and it means, “having a high degree of effect.” An effective action is one, which successfully accomplishes the chosen objective which underpinned the action (Beare, Caldwell & Millikan 1989:11). The word **effective**, in the context of management, means to do the right things in terms of managing teaching and learning (Van der Westhuizen 1991(a):1).

2.1.2 Efficiency

The *Dictionary of Modern English Usage* (Fowler 1965:146) states that the word **efficient** “applies to agents, their action or to instruments.” It means, “capable of producing the desired effect, competent or equal to a task.” In the context of management the word **efficient** means to do things correctly in terms of teaching and learning (Van der Westhuizen 1991(a):1). The efficiency of a person is the ratio of useful work he or she does to the amount of energy he or she uses to get the work done. Efficiency means accomplishing a task productively, without wasting resources (Beare *et al.*1989:1).

In sum, the two concepts are useful to describe the quality of management and implementation of the CTA Instrument, which are key issues encapsulated by the research topic. The following questions guide this literature study:

- Which legislation and policies introduce and regulate the implementation of the CTA Instrument?
- What are the implications of decentralisation on SMTs and governance?
- What management problems result from implementing new legislation and policies locally and internationally?
- What are the implications of the CTA Instrument on SMTs and Grade 9 educators in terms of management and classroom responsibilities respectively?
- What is the status and impact of education management development and training in South Africa?
- What are the characteristics of effective management and how can they assist SMTs when drawing up management plans and developing systems for the implementation of the CTA Instrument?

In the next consecutive sections of this literature report, discussions and critical analyses of the following issues affecting the topic: *a study of the management of the common tasks for assessment (CTA) instrument at selected secondary schools in Gauteng*, are presented:

traditional summative assessment, legislation and policy, emerging management problems, the implications of the CTA Instrument for principals' and educators' responsibilities, education management development and guidelines for principals and SMTs on effective management.

2.2 Legislation and Policy

Outcomes Based Education (OBE), C2005, the *National Assessment Policy* and the *Schools Act* greatly impact on the topic. The researcher describes the impact of these policies and Act briefly, in the next few paragraphs.

2.2.1 OBE

OBE is a methodology based on the philosophy that all learners can learn and succeed. It focuses on the learner and allows them to learn at their own pace (RSA, DoE.1997(h):30). *OBE* is underpinned by the outcome demonstrated by the learner at the end of a teaching and learning experience (RSA, DoE. 1997(h):22). An outcome is the final demonstration of a whole range of learning experiences and abilities that underpin them (Spady 1993:1-5). It defines the knowledge, understanding, skills, values and attitudes that learners need to acquire to enhance their potential. *OBE* is an anti-biased approach to teaching and learning (RSA, DoE 1997(h):22). It replaces the traditional aims-and-objectives approach to teaching and learning pedagogy of the past education system in South Africa. *OBE* focuses on clearly defined outcomes learners need to attain in order to be competent when they finish schooling (RSA, DoE.1997(h):1)

OBE places emphasis on acquiring skills for life, communication and the cognitive process that are basic for all Learning Areas (Spady 1993:1-5). The key concepts that underpin lifelong learning in *OBE* are: Critical Outcomes, Specific Outcomes, Assessment Criteria, Performance Indicators, Range Statements and Learning Programmes (RSA, DoE 1997(h):2). These concepts need to be clarified.

Critical Outcomes are broad generic cross-curricular outcomes which encapsulate the values of the *Constitution of the Republic of South Africa 108 of 1996* (RSA, 1996). Some of the values are

communication, problem-solving, critical thinking and team-working (RSA, DoE. 1997(h):14-15). From these, learners are expected to gain the important skills, knowledge and values that will eventually contribute to their own growth, development and success. There are seven Critical Outcomes and five Developmental Outcomes (RSA, DoE.1997(h):14; also see Hartzenberg 2000:66).

Specific Outcomes are linked to the content of the eight Learning Areas. They refer to the specification of what learners can do at the end of a learning experience. These include the knowledge, skills and values which demonstrate achievement of an outcome or a group of outcomes (Hartzenberg 2000:69).

Assessment Criteria are indications of the requirements of Specific Outcomes and are related to the subject matter of the learning areas. They are statements of evidence. They provide evidence that the learner has achieved or failed to achieve the Specific Outcome. Observable processes and products of learning are criteria that serve to demonstrate a learner's achievement (RSA, DoE. 1997(h):13; also see Hartzenberg 2000:72).

Range Statements give the details of skills, knowledge, values and attitudes that learners have to acquire. They prescribe the level of complexity, scope, height and depth of an achievement. This includes content, processes and learning contexts for the learner to engage with, in order to attain an acceptable level of achievement (Hartzenberg 2000:72).

Performance Indicators are measures through which educators plan and assess learners' progress towards the achievement of the Specific Outcome. They provide details of the learning content, context and processes in which learners should engage (RSA, DoE. 1997(h):18-19).

Learning Programmes are teaching and learning frameworks for each learning area for implementing the curriculum. They are the vehicle through which the curriculum is implemented in schools. They are sets of learning activities in which learners engage as they progress towards achieving the Specific Outcomes. A Learning Programme includes Critical Outcomes, Specific Outcomes, Assessment Criteria, Range Statements, Performance Indicators and notional time (RSA,

DoE. 1997(h):17). There are eight Learning Programmes in Grade 9 which comprise the core knowledge, skills and competencies of the Learning Areas (RSA, DoE. 1997(h):26). With these key concepts in mind, the researcher presents a discussion of *C2005* which was used as the basis for developing the CTA Instrument.

2.2.2 *C2005*

C2005 is relevant to the CTA Instrument because it provides the framework for the teaching and learning programmes for Grade R to Grade 9. It is the vehicle for implementing the new curriculum in South African schools. *C2005* embraces the principles and values of human rights such as, *inter alia*, non-discrimination and equality which are enshrined in the *Constitution of the Republic of South Africa 108 of 1996* (RSA, 1996, Section 9(1)-(4)). It underpins all the Grade 9 learning programmes. It incorporates all aspects of teaching and learning (RSA, DoE. 1997(h):16). *C2005*, the “new syllabus” for all schools in the General Education and Training Band on the *National Qualifications Framework* for South Africa, is an integrated curriculum (RSA, DoE. 1997(h):31). Through education, the purpose of *C2005* is to empower individuals with knowledge, skills, attitudes and values so as to achieve a united and democratic South Africa. It envisages producing individuals who are critical thinkers, able to read and write, as well as creative and productive human beings. In brief, *C2005* entails the norms and standards for education in the form of Critical Outcomes, Specific Outcomes, Range Statements and Assessment Criteria. In particular, it does not prescribe what the schools should do, but provides a framework for both provinces and schools to develop learning programmes for teaching and learning. *C2005* consists of eight Learning Areas. These learning areas are: Language, Literacy and Communication; Human and Social Sciences; Technology; Arts and Culture; Natural Sciences; Life Orientation; Mathematical Literacy; Mathematics and Mathematical Sciences and Economic and Management Sciences (RSA, DoE. 1997(h):8-10).

The researcher presents an explanation and analysis of traditional summative testing and outcomes-based assessment in the next section.

2.2.3 Traditional summative testing versus assessment in *OBE*

The past authoritarian system of teaching, learning and assessment was characterised by teaching to tests and rote learning. Rote learning is a study method for examinations in a subject-based curriculum (Hartzenberg 2000:11). To this end, learners memorise large chunks of information from a textbook and regurgitate it when requested. They do this by means of identifying key words in the question and then off-load word for word all the information they memorised about the topic in an examination (Van der Vyver 2000:39 in Hartzenberg 2000:11).

A document called *A Resumé of Instructional Programmes in Public Ordinary Schools*, (Report; NATED; 02-550), underpinned the traditional summative testing methods for all learners (Davis, Jacob & Stumpf 1988:2). The complicated rules, lack of transparency and accountability of this national policy, led to high failure and drop-out rates amongst learners because tests and examinations were not used appropriately to assess what learners knew. The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 4, sub-paragraph 8), states that in the past education system tests were used to assess what learners did not know or to stump them.

Past assessment practices focused solely on norm referencing which essentially compared one learner's performance against another learner's in a group (RSA, DoE. 1998(b), paragraph 1). Outcomes-based assessment forms the pedagogical basis for the new mode of teaching and learning, in all schools. The concepts of **assessment** and **continuous assessment**, as they relate to the topic, need to be clarified. The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 3) defines the concept of **assessment** as

the process of identifying, gathering and interpreting information about a learner's performance as measured against nationally agreed upon outcomes for a learning phase. It involves gathering information and evidence collection, evaluating this evidence against the outcomes, recording the findings of the evaluation and using this evidence to support learners' developmental needs and for reflecting on improving teaching and learning practices

Continuous assessment is not a set of traditional test results. On the contrary, the *National Assessment Policy* (RSA, DoE.1998(b), paragraphs 4-5) states that continuous assessment should be used for developing learners and as a system for providing feedback for developing teaching and

learning. The *National Assessment Policy* (RSA, DoE. 1998(b), paragraphs 4-5) provides the following principles of effective assessment:

- Learners should be informed about the purpose of assessment.
- The focus of assessment should be on the criterion referencing approach.
- Assessment must be continuous, authentic, balanced and varied.
- Assessment must be an integral and on-going process of teaching and learning.
- Assessment must be fair, valid, objective, prejudice free, manageable and time efficient.
- A range of tools, techniques and methods should be used to assess learning.
- The tools, techniques and methods of assessment must fit the purpose for assessing skills, knowledge, values and attitudes.
- Results must be communicated accurately and timeously.
- Progress must connect with the attainment of Specific Outcomes.

The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 13) clarifies the purpose of assessment in *OBE* as:

- to identify whether any learning occurred in terms of the Specific Outcomes
- to establish what difficulties are experienced
- to report learners performance levels to parents and other educational stakeholders
- to provide information for evaluating and reviewing the learning programmes
- to increase the potential of learners to attain the skills, knowledge and values prescribed in *C2005*

The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 14) states that there are four different types of assessment in *OBE*. Firstly, formative assessment focuses on positively affirming the learner's performance by giving it recognition. Secondly, summative assessment focuses on the overall achievement of learners. Thirdly, diagnostic assessment identifies barriers to learning. Fourthly, evaluative assessment provides information for reviewing and streamlining learning programmes.

The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 9, sub-paragraph 9), states that Continuous Assessment (CASS) is the "...best model to assess outcomes of learning." This makes

the CASS model compulsory for all schools; therefore, it must be implemented in all learning programmes for assessing learners (RSA, GDE. 1999(c):13).

The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 14) states that assessment takes place while learners are engaging with integrated activities of the learning programme. Within this, learners are taught the outcomes and simultaneously, they partially or fully achieve them, demonstrating various levels of mastery of the skills, knowledge and values.

The *National Assessment Policy* (RSA, DoE. 1998(b), paragraph 21) stipulates that learners with different learning styles can be assessed through CASS at different stages and in various contexts of the teaching and learning process. Information on learner performance entails gathering information through the use of a balanced combination of the methods, tools and techniques. Some of them are, *inter alia*, group assessment, group work, assignments, portfolios, project work and self-assessment. These tools should be used in a way that support learners and not prejudice them, in any way. Thus, the CASS model is the mode of assessment in *C2005*.

Underlying the above discussion is uncertainty as to whether principals, SMTs and Grade 9 educators in general fully understand what the CASS model entails. There is uncertainty as to whether there is a common understanding about its applicability, management, principles of continuous assessment, recording and reporting as they relate to the CTA Instrument in the Learning Programme: Language, Literacy and Communication: English Primary language. The mechanics of assessment is complex. It requires a high level of educator competence (Wilmot 2003:313). Decentralisation and self-managing schools increase the pressure on principals, SMTs and Grade 9 educators to comply with new legislation for teaching, learning and assessment. It is thus evident that a discussion of decentralisation and self-managing schools is needed in order to fully understand the management of the CTA Instrument.

2.3 Decentralisation and self-managing schools

As already mentioned, the process of decentralisation and self-management of schools influence the way in which the CTA Instrument is managed and implemented.

2.3.1 What are self-managing schools

Principals and SMTs referred to in this study are those managing self-managing schools. Thus, it is necessary to describe the environment of decentralised autonomy and self-governance assigned to schools by the *Schools Act* (RSA, DoE. 1996(c) Section 16 (3)). The *Schools Act* (RSA, DoE 1996(c)) ushered in a new schooling system for public schools by devolving power to school governing bodies and principals, thereby creating self-managing schools (RSA, DoE. 1996(c), Sections 12(1), and 16(1)-(3)). Self-governing schools represent a partnership between the provincial education department and the local community (RSA, DoE. 1996(c), Section 2(7)).

Self-governing schools are synonymous with self-managing schools. Self-managing schools are fully-fledged autonomous institutions (RSA, DoE. 1998(d):46-47). For these institutions the state steers the mandate of accountability from a distance (Aper 2002:7-26). These schools act within the framework of national goals. Local authorities establish their priorities and they respond particularly to the needs of learners (Volansky & Hainski 1998:92). They are governed and managed by the communities in which the schools are located. Self-managing schools are responsible for raising their own finance. They are partially subsidised by the government on a sliding scale based on the quintile ranking and poverty levels of the community in which the school is located. The factors which influence the quintile ranking of schools are physical conditions, crowding of schools, and the relative poverty of the communities (RSA, DoE. 1998(d):46-47). Subsidy allocations are thus made for every learner, particularly favouring those from poor families. Learner support materials, staff salaries, electricity, water, and general maintenance in public schools are subsidised by the government (Govender 2003:7).

In the new education system, the *Schools Act* (RSA, DoE. 1996(c), Section 16(1)-(3)), introduces a paradigm shift by transferring power and authority to SMTs and school governing bodies, to make

decisions affecting the quality of schooling. One of the roles of the governing body is to support the SMTs to manage the professional activities of the school effectively. Within this context of decentralisation, they are jointly responsible for controlling and utilising resources so that the school's professional outcomes can be attained. This situation can create tensions and contestations over power sharing between them which may affect the way professional matters are managed. It is in this problematic context that principals and SMTs are expected to manage the implementation of the CTA Instrument in schools. It is thus evident that a discussion of the responsibilities of school governing bodies and SMTs is needed to fully understand the management of the CTA Instrument.

2.3.2 Responsibilities of school governing bodies

The clarification of functions for SMTs and governors by the *Schools Act* (RSA, DoE. 1996(c), Section 16 (45)-(46)), helps to differentiate their respective responsibilities at school. The *Schools Act* (RSA, DoE. 1996(c), Section 43), stipulates that governance is vested in the school governing body. This *Act* (RSA, DoE. 1996(c), Section 45-56) devolves power to school governing bodies that are responsible for the following functions: the constitution, school policy, admission policy, school funds, assets, budget, fees, financial records, statements, audits, examination of financial records, meetings, appointment of educators and non-educator staff. In the next section the researcher examines the SMTs role in managing the school.

2.3.3 Responsibilities of school management teams

The *Schools Act* (RSA, DoE. 1996(c), Section 16(3)) devolves power and authority to principals, SMTs and educators for the professional management of teaching and learning, and governance to school governing bodies. The *Act* (RSA, DoE. 1996(c)) makes a clear distinction between professional and governance responsibilities. Professional management responsibilities include the following:

- performing and carrying out professional management functions
- the day-to-day administration and organisation of teaching and learning
- performing the departmental responsibilities prescribed by legislation
- organising all the teaching and learning activities

- managing personnel and finances
- deciding on the intra-mural curriculum
- deciding on the purchases of textbooks and equipment (Potgieter, Visser, Van der Bank, Mothata & Squelch 1997:13-14).

School-governing bodies should not interfere in the professional work of educators (RSA 1996(c), Section 43). The converse of this statement too should also be respected by the SMTs and the educators. Principals and SMTs have an extraordinary workload. When they discharge their functions they encounter a plethora of problems. It is thus evident that a discussion is needed on the challenges they face when they implement new policies in order to fully understand the management of the CTA Instrument.

2.4 Management problems experienced during implementation

There are numerous challenges emerging from the implementation of *OBE*, *C2005* and the *National Assessment Policy* in schools. These new policies impede progress, create chaos and put principals under tremendous pressure during implementation (Towers & Towers 1996:67-72).

Research on the implementation of the national curriculum in Britain indicates that principals were experiencing problems such as:

- uncertainties linked to the change and implementation process
- excessive paperwork bogged them down
- difficulties in managing the implementation of the national curriculum
- the curriculum streamlining process caused great confusion
- poor co-ordination, control and management of the implementation process by the education authorities
- the new curriculum eroded their teaching confidence (Southworth 1999:45 in Bush, Bell, Bolam, Glatter & Ribbins 1999:40-43).

The pressure of implementing the new curriculum in the United Kingdom elicited strong words like “frustration”, “challenge” and “bewilderment” from principals when they described their work

during that period (Bush & West-Burnham 1994:43). The implementation of *OBE*, *C2005* and the *National Assessment Policy* in South Africa introduced new challenges to principals and educators for which they were not ready. It is thus evident that a discussion of the evaluation of the assessment policy is needed in order to fully understand the management of the CTA Instrument.

2.5 Evaluation of Grade 9 assessment policy

An evaluation report on the implementation of *OBE* and *C2005* by Khulisa Management Services (Pty) Ltd and the Centre for Education Policy Development, commissioned by the GDE and the Gauteng Institute for Educational Development, highlights problems experienced in South Africa during the implementation of the Grade 9 assessment policy, which relate to the work of principals (RSA, GDE. & Gauteng Institute of Education Development 2003:25-26). The problems are:

- information overload
- too much to do with too little time to do it
- educators were unfamiliar with the meaning, definitions and principles associated with outcomes-based assessment, such as authentic teaching and expanded opportunities
- short notice and timeframes for implementing the Grade 9 assessment programmes
- insufficient time to properly plan, organise, delegate, guide and control the assessment programme
- assessment circulars from the GDE reached schools late and were unclear and ambiguous
- the GDE made additional changes to assessment circulars after schools had already received them
- the amended circulars did not reach the schools in time, so the amendments could not be implemented
- assessment strategies, which required careful thought and planning were a challenge
- assessment was a tedious exercise
- problems are experienced with assessment as a result of over-crowded classrooms
- assessment required an enormous amount of paper work

The research report by Khulisa Management Services (Pty) Ltd. and the Centre for Education Policy Development indicates that:

- assessment practices in general were not compatible with the provincial assessment policy
- significant improvement in the way assessment is managed needs to take place in order to make assessment practices acceptable and compatible to provincial frameworks (RSA, GDE. & Gauteng Institute for Educational Development 2003:47).

To overcome these problems, educators should possess practical, foundational and reflexive assessment competencies (Killen 2000:ix). Principals should encourage sound assessment practices in schools by:

- becoming knowledgeable in assessment
- removing barriers and obstacles so that the educators own assessment knowledge and skills can improve
- allaying the fears of educators
- providing the resources that educators needed (Stiggins 2001:20-22).

In sum, both educators and SMTs faced great difficulties and obstacles with teaching, learning and assessment. With low levels of assessment knowledge, competence and skills development, it was highly problematic for them to manage and implement the CTA Instrument effectively and efficiently, but also to assist educators with learner assessment in Grade 9. The problems of assessment are not unique to South African educators. Educators from the United Kingdom faced numerous problems with the School Assessment Test. Challenges faced by educators in the United Kingdom whilst implementing the School Assessment Test, which was similar to the South African CTA Instrument, need to be discussed in order to fully understand the management of the CTA Instrument.

2.6 School assessment test and its challenges in the United Kingdom

Some of the problems experienced by educators overseas with respect to the School Assessment Test are presented here to foreground the possible challenges educators could face in the South African context. The problems are outlined as follows:

- It reduced educators' teaching and learning time in the classroom.
- It created supervisory problems of managing large classes.

- The summative examination was conducted in rooms not designed for large classes.
- Learners were nervous about the formality of the testing programme.
- One of the major concerns was how accurately the learners' performance in the School Assessment Test would reflect their real abilities.
- Educators were anxious about the quality of their professional judgement in classrooms.
- The credibility of overall learner attainment was questioned (Fidler, Russell & Simkins 1997:108).

Given the fact that the CTA Instrument is a policy innovation, there are indeed lessons to be learnt by South African educationists from overseas experiences. It is uncertain as to how principals, SMTs and Grade 9 educators in the South African education system experienced the CTA phenomenon in schools. Their personal experience is connected to how well they managed their responsibilities in that regard. In the next section the management responsibilities associated with the CTA Instrument are discussed.

2.7 Management responsibilities

Management responsibilities, which are laid down in the circulars of the GDE pertaining to the CTA Instrument are directives or guidelines for its effective management in schools. The discussion of provincial guidelines, which underpin the implementation of the CTA Instrument, is necessary, as they prescribe the management responsibilities for implementing the CTA Instrument. In this respect, principals had to ensure that:

- registration procedures for Grade 9 assessment were completed timeously (RSA, GDE. 2003(a):2-4)
- the prescribed number of school-based assessments were completed (RSA, GDE. 2003(b):6-7)
- the CTA Instrument was administered according to the national timetable (RSA, GDE. 2003(c):3-5)
- the promotion requirements for Grade 9 were applied in accordance with the provincial regulations (RSA, GDE. 2003(d):2-5)
- educators' and learners' portfolios were duly completed and sent to the districts for moderation (RSA, GDE. 2003(e):3-6)

It is essential to point out that provincial directives clearly prescribe their specific management responsibilities and implicitly their accountability for implementing the task. These obligatory instructions are meant to assist and guide principals and SMTs to effectively and efficiently manage and oversee the important task at hand.

2.8 Educators' responsibilities

Educators' responsibilities of the CTA Instrument are prescribed in the *Teacher's Guide* (RSA, DoE. 2003(e):2). It indicates that the focus of activities and assessment in the instrument is on Specific Outcomes 1,2,3,5, and 7 with Specific Outcomes 2, 4 and 6 supporting the chosen outcomes. (See Annexure M). The Phase Organiser underpinning teaching and learning is "environment." A Phase Organiser is a cluster of Specific Outcomes and assessment Criteria that forms a theme such as, communication (RSA, DoE. 1997(h):25-32). The Programme Organiser is "sustainable living" and the focus is on "eco-tourism." A Programme Organiser is a grouping of Specific Outcomes for planning to ensure that important areas from all the Learning Areas are covered to develop learners holistically (RSA, DoE.1997(h):18). In this context learners have to explore the roles that tourism and eco-tourism play in enhancing the South African lifestyle. The total time allocated for Section A was five hours, and for Section B, two hours. The mark scheme for Section A is 60 marks and Section B is 40 marks. The total marks for both sections are 100 marks altogether (RSA, DoE. 2003(e):2-4).

The educator's responsibilities are to:

- introduce, contextualise and describe the CTA Instrument to learners
- guide the brainstorming sessions
- divide the class into smaller working groups that are manageable
- help to allocate roles in the groups
- ensure that activities are completed within allocated time frames
- manage the CTA process continuously
- if necessary, intervene and address problems
- complete and include various forms of assessment in the learner's portfolio
- engage with learners to promote learning (RSA, DoE. 2003(e):3).

Educators are expected to comply with these functions. They have many responsibilities for the various tasks set in Section A. In the next section these tasks are discussed to indicate what the Grade 9 educator's actual responsibilities entail.

2.9 Section A of the CTA Instrument

The four tasks comprising contextualisation, response to text, micro investigation and creative writing and their respective methodologies are succinctly summarised for clarification of educator's responsibilities in this section.

Task 1 deals with contextualisation and is made up of three activities. Activity 1 is a 15 minutes class discussion on the terms sustainable living, tourism and eco-tourism. Activity 2 is a 30 minutes group discussion in which learners develop their own definitions using dictionaries to enhance their understanding of the terms. Activity 3 is a 15minutes feedback session in which learners formulate general definitions of the terms (RSA, DoE. 2003(e):4-5).

Task 2 comprises one comprehension activity that learners have to do independently. Educators hand out the text "*Capturing the Wild Coast*" to learners, to read silently and to answer the questions on their own. Time allocation for this is one hour and the mark scheme is 16 marks. This particular task targets Specific Outcome 1 with its Assessment Criteria 1,2,3,7 and 8; Specific Outcome 3 with its Assessment criteria 2,3, and 5 and Specific Outcomes 5 with its Assessment Criteria 1. A marking memorandum for assessing learners' responses is provided to assist educators (RSA, DoE. 2003(e):6-7).

Task 3 deals with the micro investigation for two hours for 24 marks in total. This task comprises Activity 1 focusing on a group investigation and summary of findings for the duration of one hour. Learners are to provide a group summary for 8 marks. They are to carry out an investigation of an eco-tourism project in groups. Their task is to select, gather and compare information; to participate in co-operative learning and to work in groups. Another one hour is allocated for learners to write individual written reports for 16 marks.

The general advice to educators for task 3 is to ensure that:

- assessment criteria are made known to learners before they engage with the activity
- the time allocated for task 3 includes the writing of the summary of findings in class
- the time spent on research in task 3 is not part of the allocated time for the task
- for group work every learner in a group should receive the same mark
- they should provide assistance to learners who need additional support to compile their group contributions and their individual written reports
- high fliers are used as group leaders
- learners in need are assisted in general

Educators are informed that assessment for task 3 targets Specific Outcome 4 and its Assessment Criteria 3, 6, 8, 9; Specific Outcome 6 and its Assessment Criteria 2 and 3 and Specific Outcome 7 and its Assessment Criteria 5. A marking rubric for assessing the activities is provided for their use (RSA, DoE. 2003(e):9-13).

Task 4 comprises two activities: activity 1 for 10 minutes and no marks, and activity 2 for 50 minutes and 20 marks. Activity 1 is an educator-led discussion in which learners are instructed to gather information, pictures and maps for developing a brochure in the next activity. Activity 2 focuses on individual development of a tourist brochure. Assessment of this brochure targets the following Specific Outcomes and Assessment Criteria: Specific outcome 4 with assessment Criteria 4, 6, and 10; Specific Outcome 5 and its Assessment Criteria 1 and Specific Outcome 7 and its Assessment Criteria 3 and 5. A marking-rubric for assessing learners for the brochure was provided (RSA, DoE. 2003(e):4-15).

Educators are expected to follow these instructions strictly for implementing Section A. They are informed that this section must be infused into the normal teaching and learning programme of the school. Educators are informed that Section B is the summative component and is, therefore, the formal examination for Grade 9 (RSA, DoE. 2003(a), paragraph 17). The two sections form the whole CTA Instrument for Grade 9. It is evident that a discussion of Section B is required in order to fully understand the educator's responsibilities in that regard.

2.10 Section B of the CTA Instrument

The *Teacher's Guide* (RSA, DoE. 2003(e):18), deals with the summative test component. This component is written under strict formal examination conditions. It has a two hour duration carrying a mark scheme of 40. It comprises two tasks which focus on response to text and functional writing respectively. Instructions are given to educators on how to administer Section B. The instructions to educators are to:

- give learners two hours only for the exam and to advise them in this regard
- invigilate the exam
- hand out the answer paper, the booklet containing the task sheet for task one: response to text (passage and questions); task sheet for task two (functional writing)
- not read the instructions nor to clarify unknown words
- not help learners with the tasks, nor to allow them to copy
- use the provided marking memorandum only for assessing learners' performance in Section B (RSA, DoE. 2003(e):18).

It is necessary to point out here that the CTA Instrument is a national and provincial departmental imperative. Therefore, educators, in terms of the *Employment of Educators Act 76 of 1998* (RSA, DoE.1998(c), Section 4(e) and 5(e)) are obliged to carry out their duties and take full responsibility for the implementation of the CTA Instrument at classroom level. As employees of the government, they are bound by their contractual obligations to perform their professional functions in this regard. The quality of their performance is directly connected to their training and development. In the next section, the researcher provides an analysis and discussion of education management development and its effect on the management of the implementation of the CTA Instrument.

2.11 Education management development

Education management development and training is crucial for principals, SMTs and educators to carry out their managerial and professional roles and functions respectively. Without it they will not be in a comfortable position to perform their roles and functions properly in schools. In this chapter, and in this section in particular, the researcher attempts to provide guidance especially for

principals, SMTs and classroom level educators on how to enhance their knowledge and skills so that they can conduct their roles and functions effectively and efficiently. Hence, a few definitions of management development are necessary to fully understand what it means.

Firstly, management development is a set of activities developed for identifying, training and empowering managers with knowledge and skills to deal with problems in their realm (Hitt 1987:43 in Rasool 2000:19-21).

Secondly, management development is a well-structured programme that develops career capabilities to meet the needs of educational managers (Beckhard 1995:9 in Rasool 2000:19-21).

Thirdly, management development is an integral part of organisational development. It deals with the improvement of management performance as a whole, which leads to organisational effectiveness (Mullins 1991:75 in Rasool 2000:19-21).

Indeed, effective development and training have a significant and positive impact on improving management practices. The *Education White Paper 2 of 1996*, (RSA, DoE. 1996(a), paragraph 4, sub-paragraph 6) states that democratic institutional management makes considerable demands on the principals' and the educators' roles and functions. For these demands to be adequately met, they need to be adequately capacitated. The *White Paper on Education and Training of 1995* (RSA, DoE. 1995(b), paragraph 5, sub-paragraph 1) defines capacity as "the power to act", and capacity building as "empowerment through education and training."

In sum, although SMTs are trying hard to manage teaching, learning, assessment in *OBE*, and resources with their limited capacity, they still need intensive training, development and qualitative support on a continuous basis to enhance their limited knowledge, skills and management experiences. In the next section, problems with regard to management training in the United Kingdom and the United States of America are briefly summarised and presented.

2.11.1 Problems experienced in United Kingdom and United States of America

In the United Kingdom, principals encountered many problems during the implementation of new education policies because of the nature and type of education management programmes they received. The administrative programmes offered to capacitate them do not emphasise the core areas of the curriculum and instruction. Because of this, principals are unaware of the new strategies that they have to implement for the curriculum and classroom instruction. The mismatch of training programmes they received affected their management practices adversely (Bush *et al.* 1999:213).

The principals' assessment workshops conducted in the United States of America were found to be rigid and unsatisfactory. They had numerous gaps in their knowledge about assessment and their core business in schools. This demotivated them and increased their anxiety, frustration and stress which impeded their work (Stiggins 1999:198).

2.11.2 Problems experienced in South Africa

Currently, there is no synergy between the types of management training and the programmes or courses offered and the critical management areas that require particular attention in self-managing schools. Principals receive training in the form of a number of non-aligned activities and unsatisfactory courses which are not directly linked to their core management functions or needs (Rasool 2000:8). They receive limited training on the new curriculum and learner assessment. Under such circumstances, they are reluctant to promote significant and innovative management, curriculum and assessment reforms in their schools, unless they are adequately empowered with knowledge and skills to implement the new curriculum and assessment policies. In addition to this, they should be provided with the necessary resources in order to achieve their management objectives and hence fulfil their professional obligations (Rasool 2000:8-9).

There is a dire need for more re-skilling programmes for principals and SMTs, such as intensive skills-orientated programmes that are vital to reform and re-direct their practices comprehensively (Hallinger & Murphy 1987:55). Essentially, this and the provision of resources are critical elements, which are dynamically interlinked to promote management success (Rasool 2000:8-9). In addition,

principals and SMTs can be trained on different forms of management to perform their tasks effectively. In the next section the analysis and discussion of different forms of management that they can implement are highlighted.

2.12 Forms of management

Principals need to distinguish between various forms of management and the purposes they serve. There are five basic forms of management which principals can use. These are:

- crisis management, which is implemented for survival
- administration oriented management for maintaining the status quo
- management by objectives for achieving results in the short term
- strategic management for achieving medium and long-term goals
- integrated value-based leadership oriented towards collaboration, strategic interpretations, process improvement and self-management based on responsibility and consensus (Cloke & Goldsmith 2002:9-12).

Principals can also make use of education management models to complement their forms of management to enhance their roles. Hence, the analysis and discussion of education management models that are beneficial to principals are presented next.

2.13 Education management models

Education management models, such as the bureaucratic, collegial, ambiguity, political and subjective models add value to the theory, practice and skills base of SMTs. The models provide a frame of reference for education management (Bush & West-Burnham 1994:333-335).

These models are briefly summarised and presented for clarity.

- Bureaucratic model: This is the most efficient form of management for attaining management goals (Bush & West-Burnham 1994:35-37).
- Collegial model: This model encourages educators to participate in defined areas of curriculum and decision-making through consensus (Bush & West Burnham 1994:53-54).

- **Ambiguity Model:** This model empowers participants in committees with rights and responsibilities so that they carry out their roles with authority (Bush & West Burnham 1994:73-74).
- **Subjective model:** Decision-making in this model is vested in groups with common beliefs and interests, who negotiate and bargain to make a comfortable deal (Bush & West Burnham 1994:93-97).
- **Political model:** Various interest groups with different political affiliations contest the goals of the school. Thus, decisions are made through a complex process of debates, negotiation and bargaining (Bush & West-Burnham 1994:73-77).

In sum, it has to be pointed out that the researcher adopts the position that the school cannot be managed successfully by using just one management model alone. The characteristics of various management models can be skillfully applied to enhance and improve management practices (Bush & West-Burnham 1994:77-78). Good leadership can positively influence the management models chosen and implemented by principals. It is thus evident that a discussion of leadership and leadership models that are beneficial to principals is necessary and is presented next.

2.14 Leadership

Leadership is concerned with leading, which is associated with vision, mission, strategic objectives, transformation, outcomes, people and doing the right things (West-Burnham 1992:117). The important aspects of leadership are: the task; the situation; the employees; and the leaders themselves. Instructional leadership has a large impact on the quality of teaching and learning and learners' results (Bevoise 1984:14-20; Donmoyer & Wagstaff 1990:20-29). To this end, leadership models are discussed as mechanisms for principals to utilise in order to improve and refine their management practices. Leadership theories and models are beneficial for school managers to perform their dual role of task achievement and social needs satisfaction (Hoyle 1986(b):113-114). In the context of task achievement, the pyramid, railroad, high performance, total quality, cultural and change models of leadership are briefly summarised and presented as guidelines for improving management practices, in the next section.

2.14.1 Leadership models

Five leadership models that principals can use are summarised in this section.

- Pyramid Model: In terms of this model management exercises rigid control. Top management is responsible for making the decisions. It establishes rules and regulations for subordinates to follow (Sergiovanni 1996:12).
- Railroad Model: The principal can get on with his/her decision-making activities on an overall basis. However, planning how to do specific tasks in which educators have professional expertise was left in their hands alone (Sergiovanni 1996:14).
- High performance model: This model, predicated on decentralisation and empowerment, and links high performance goals to specific individuals with responsibilities and outcomes (Sergiovanni 1996:16-17).
- Total quality management model: Problem solving, goals identification, means to achieve goals, continuous analysis, improvement in systems, and total client satisfaction characterises this model. There are 5 principles that underpin this model, namely: knowledge, customer, system, variability and planned change (Leddick 1993: 39-43; Sergiovanni 1996:17-19).
- Cultural model: This model of leadership is characterised by aesthetic, political, ethical, action and formative dimensions of leadership. Such leaders assist in creating, expressing and communicating new ideas; inscribing the new ideas to existing frames of references; developing moral standards; translating cultural meaning into concrete actions; and structuring new priorities into existing frameworks of action, for improving their performance management (Fidler *et al.* 1997:200-202).

In addition to leadership models, principals can use a variety of leadership styles to improve their management practices. The analysis and discussion of leadership styles that are beneficial for principals follow next.

2.14.2 Leadership styles

Because principals' leadership styles have a definite influence on management practices, the democratic, autocratic, *laissez-faire* and bureaucratic leadership styles, are briefly discussed.

Firstly, in the democratic leadership style, there is mutual consultation in decision-making. Secondly, principals with an autocratic leadership style want everything their own way, develop policy alone and take full responsibility for their decisions. Thirdly, in the *laissez-faire* or free rein leadership style, educators are fully trusted to make their own decisions. Fourthly, principals with a bureaucratic leadership style use a combination of the democratic, autocratic and free rein characteristics (Van der Westhuizen 1991(a):190-191).

In sum, to lead successfully, principals have to acquire well balanced and mixed blends of leadership styles, techniques, talents, subject knowledge, communication, knowledge of human resource, extensive skills in problem-solving, decision-making, critical analysis and delegation. These aspects can empower them by increasing their effectiveness and thus adding value to their management practices. It is essential at this point, to present a discussion on the guidelines for effective management, in order to assist principals and SMTs to manage effectively and efficiently.

2.15 Guidelines for effective management

The characteristics of effective management for principals to follow are:

- Plan: planning is used as a means to order and control a particular task.
- Organise: organising is used to create order through the development of line functions and staff organisational structures to ensure co-operation in implementing the task.
- Guide: guiding is a process through which the principal can mentor others and establish authority-respect relationships with staff and learners.
- Control: control is a mechanism to ensure that all planned objectives are achieved.
- Delegate: delegating means entrusting duties to subordinates.
- Co-ordinate: co-ordination is an activity of harmonising relationships between people, ideas, resources and techniques resulting in synchronization.
- Provide leadership: leadership is inspiring, equipping and stimulating subordinates to set goals.
- Communicate: this allows for mutual exchange of ideas, information flow, and publication of targets and to convey messages to subordinates.
- Implement: implementation is a process of carrying out the tasks.
- Monitor: monitoring is a process of overseeing and checking.

- Evaluate: evaluating is a process of assessing how implementation was carried out (Beare, Caldwell & Millikan 1989:132; Van der Westhuizen 1992:172-227).

Further to this, principals and SMTs can adopt the following strategies for effective management:

- focus on the school's core function
- achieve better outcomes with available resources
- continuously review teaching and learning
- focus on improving learner performance in literacy and numeracy (Beare *et al.* 1989:11-13).

In sum, principals can become effective managers of the CTA Instrument in their schools by adopting and implementing the above-mentioned guidelines for improving *inter alia*, learner performance and overall results.

2.16 Conclusion

The researcher attempted to present a literature report on the research topic after a critical analysis of local and international literature, government documents, legislation, policies, and documents from the provincial department of education, amongst others. The report focuses on the management of the CTA Instrument in the context of legislation and policy, implications of decentralisation, emerging management problems, the CTA Instrument, education management development, management forms and models, leadership models and styles, and guidelines for effective management.

The past education system resulted in narrow and inadequate training and development for principals and SMTs of different ethnic groups (Rasool 2000:7-9). The evidence from the literature investigation, pointed to the fact that they indeed require more intensive training and development in education management because new policies were introduced to transform the education system in South Africa. Guidelines for effective management were largely discussed to assist principals and SMTs to improve the quality of their poor practices. In the next chapter, the researcher focuses on the qualitative research design, data collection strategies, selection of research sites and respondents, data processing and analysis, the researcher as an instrument, validity and reliability of qualitative

designs, trustworthiness, and research ethics to investigate the efficiency and effectiveness of the management of the CTA Instrument in Grade 9.

Chapter 3: Research design and methods

3.1 Introduction

In chapter two the researcher, by means of a literature study, attempted to explore, analyse and present the important aspects that determined management efficacy, and legislation and policy that impacted on managing the CTA Instrument in schools. The works of various eminent authors in the field of education management and leadership, and previous research, were explored and discussed. This exercise was necessary for identifying and gathering relevant information that was crucial to the topic (Best & Kahn 1989:38). Since poor management practices emanate from inferior quality training and unsatisfactory alignment of training programmes to management's needs, it was necessary to develop guidelines to assist them in planning strategies for the effective and efficient management of the CTA Instrument. The aim and purpose of this study is to investigate the implementation of the CTA Instrument with a particular reference to how it was managed in public schools.

At this point it is essential for the researcher to emphasise that the topic encapsulated a new phenomenon for Grade 9 assessment in *OBE* in the General Education and Training Band for Level 1 on the *National Qualifications Framework*. Thus, because the CTA Instrument was a relatively new policy initiative, not much information and documentation was available on the topic. Usually when a topic is controversial and little documentation is available, a qualitative research is undertaken (Sarantakos 1998:7). In this context, a basic exploratory study was conducted to generate hypotheses. These can be used as points of departure in subsequent research (McMillan & Schumacher 2001:398-400). Qualitative research is used to determine the quality of activities, relationships, meanings, and to determine how the respondents make sense of their lives in real life situations (Cresswell 1994:145).

In this approach, the use of a structured questionnaire was not appropriate because the nature of its design might obstruct and limit the collection of vital information. Hence, the most suitable instrument for this study was an unstructured interview schedule to guide the interviewer. The intensive unstructured interview was selected because it was one of the most compatible methods of

data gathering in qualitative research (Bailey 1994:G6). This method helps to capture the rich tapestry of information and it prevents valuable data from falling through the gaps.

The research question of this study is: How did the SMTs manage the implementation of the CTA Instrument in the context of school-based management? The research aimed to investigate qualitatively the following objectives (as set out in 1.4.1 in chapter one) chosen by the researcher to achieve the broad stated goal:

- What did the CTA Instrument entail?
- What are the positive and negative aspects of the CTA Instrument?
- What kind of preparation, training and development did the principals, SMTs and Grade 9 educators receive for implementing the CTA Instrument?
- What processes did the SMT's apply to manage the implementation and the challenges they faced?
- How did the learners perform in the CTA Instrument?

In this chapter, the researcher pays particular attention to the methodological aspects such as, the nature and objectives of qualitative research, gaining access to the research sites, design, methods, selection of respondents, data collection, the researcher as an instrument, research ethics, objectivity, and trustworthiness. In the next section the researcher explains the nature and objectives of a qualitative research to provide more clarity on its approach.

3.2 Nature and objectives of qualitative research

Qualitative research is interactive (McMillan & Schumacher 2001:393). It is used to present data in the form of a story. Its purpose is to gather verbal information from key respondents in small groups on similar experiences of the research phenomena in their natural settings (McMillan & Schumacher 2001:15).

Qualitative methods are subjective in nature and it is the investigator's observation and data interpretation skill that validate the information (Borg & Gall 1989:379). The most important

objective of qualitative research is to study people as human beings and to reject the irrational pursuit to quantify all aspects of human interaction and experiences (Bogdan & Bilken 1992:x).

Phenomenology is an attempt to grasp actions succinctly. It allows the researcher to gain entry into the respondent's conceptual world (Bogdan & Bilken 1992:31). It takes in the natural setting as a direct source of data and it makes it easy to understand the action within its context (Bogdan & Bilken 1992:27). In the qualitative approach, the investigator enters the world of the respondents with the intention of conferring meaning to the objects, people, situations and events that unfold. Qualitative research focuses on meaning, experience and understanding. Hence, through a qualitative design the researcher has the opportunity to interact with the respondents whose perceptions and experiences the researcher wants to understand, analyse and interpret. In the next section, the researcher describes the design used to achieve the aim of this study.

3.3 Research design

Careful planning is necessary to develop a suitable design to ensure maximum validity of the research findings (Schnetler 1989:15). The design of this study is embedded in a qualitative action plan and methodology of data gathering, analysis and interpretation of the findings. Qualitative designs attempt to foster relationships of trust and empathy between the researcher and the respondents in a study (Van Eeden & Terre Blanche 2000:134). The design comprises a descriptive exploratory study of four schools in a case study. The main purpose of a descriptive exploratory design is to investigate new phenomena in order to gain more insights on the topic, discover themes from respondents' meanings, and to develop hypotheses for further research (McMillan & Schumacher 2001:397; Sarantakos 1998:7). Therefore, it is normally used to expand a concept, develop a model or suggest propositions.

A case study is an intensive detailed history of peoples' lives or descriptive accounts of important aspects therein. It is concerned with the commonalities and not idiosyncrasies of human experience. Case studies depend on interview data as well as archival materials (Dunn 1999:42-43). A case study method means that data analysis concentrates on only one phenomenon which the researcher tries to understand fully, regardless of the number of respondents or sites selected for the study

(Bailey 1994:285; Baker 1994:473; McMillan & Schumacher 2001:398). The purpose of a case study is to describe a single unit thoroughly over a specific period of time. It is used to examine a social unit as a whole. A case study organises social data in order to view the social reality of a situation (Best & Kahn 1989:92; Tripodi in De Vos *et al.*1998:125). It has the following characteristics, it

- facilitates conceptualisation
- assists with formulating hypotheses
- perceives the respondents as experts
- studies a typical case (Sarantakos 1998:192)

A case study has the following advantages:

- It contributes to theory through exploration and discovery.
- It contributes to policy formulation, implementation and modification.
- It helps policy makers to anticipate future issues (McMillan & Schumacher 2001:399-400).

To enhance the research design, the researcher chose appropriate data collection strategies. In the next section, the researcher presents a discussion of the strategies that were used.

3.4 Data collection strategies

The four main research methods used in this study are intensive interviews, case study, observations and document analysis. The researcher preferred these methods due to their popularity, compatibility, flexibility and adaptability in social sciences. An interview method focuses on personal contact and interaction between the researcher and respondents. The interview method of data collection is comprehensive and yields detailed information through the use of skilled interviewing techniques, follow up questions and probes (Goodwin 2002:399). This occurs in a face-to-face situation or through telephonic communication (Du Plooy 2000:176).

For intensive interviews, the researcher preferred unstructured and semi-structured interviews for gathering data from key respondents. A semi-structured interview is beneficial because it

has the advantage of being reasonably objective while still permitting a more thorough understanding of the respondent's opinions and the reason behind them (Borg & Gall 1989:313)

After the initial ice-breakers, the proper interview focused on the following questions:

- What are the positive aspects of Section A?
- What are the positive aspects of Section B?
- What are the negative aspects of Section A?
- What are the negative aspects of Section B?
- What management problems were experienced during the implementation of Section A?
- What management problems were experienced during the implementation of Section B?
- What is the impact of the CTA Instrument on overall learner attainment in Grade 9?
- What are the recommendations for improving the CTA instrument?

Prompts and probes were used as methods of questioning in order to elicit complete responses from key respondents (Sarantakos 1998:263). Unstructured schedules were used to question all the respondents in the study. The schedules served as logical and systematic guides for sequential questioning and to keep the interview on track by focusing on the predetermined aspects for investigation and keeping the interviewer's bias to a minimum (Sarantakos 1998:247). In this way, in-depth interviews provided the main source through which large volumes of data were collected. Hence, the researcher summarises their characteristics in the next section for illumination.

3.5 Characteristics of qualitative interviews

The criteria which characterises qualitative interviews are:

- The interviewer uses open-ended questions.
- Interviews focus on one person at a time.
- The structure of questions is flexible.
- The interviewer is free to change the order of questions and make adjustments to the interview in order to attain the outcomes of the research (Sarantakos 1998:255).

The methodological and technical aspects of qualitative interviews are:

- Reflexivity: when conducting qualitative interviews a process of analysis that reflects the nature of the research object is used.
- Naturalism: the focus is placed on everyday life activities.
- Primacy of the respondent: respondents are experts in their field.
- Communication: communication determines the course of the interview.
- Openness: the researcher uses open discussions with respondents.
- Flexibility: the researcher uses the course that emerged naturally through the interview.
- Life as process: everyday life experiences guide the interview.
- Grounded theory: interviews aim to develop data-based theory.
- Explication: findings from the interview are interpreted during the interviews (Sarantakos 1998:256).

It is necessary for the researcher to provide a brief discussion of the advantages of the interview method that is discussed next.

3.6 Advantages of the interview method

The advantages of the interview method are:

- Flexibility: in case of misunderstandings, the researcher can repeat questions for clarification.
- Response rate: there is no time limit for respondents to answer questions.
- Non-verbal behaviour: non-verbal behaviours of respondents can be assessed during interviews.
- Control over the environment: ensuring silence and privacy can control the environment during the interviews.
- Question order: the researcher has full control of the order of questions which are asked.
- Spontaneity: answers cannot be retracted once they are uttered due to audio recording of information.
- Answers from respondents only: no one, but the respondents can answer the questions.
- Completeness: it is always possible to ensure that all answers are completed.

- Time of interview: the date, time and place of interview can be arranged and recorded (Bailey 1994:174; Mahlangu 1987:89-90).

The above advantages provide a benchmark against which the researcher systematically introduced the interview technique in her quest to find solutions and to provide depth to the topic.

3.6.1 Conducting and recording interviews

Prior to the fieldwork, the researcher sought the necessary permission to conduct the research from:

- The GDE (Annexure B)
- The respective district offices (Annexure C)
- Educators (Annexure D)
- The school principals (Annexure F)

Their affirmative replies to this request granted official permission and informed consent for their voluntary participation in the research. Thus, in terms of research ethics, correct protocol and official channels of communication were followed with the GDE and schools to gain access to the school sites, to confirm interview dates, times, duration and venues for the interviews.

The researcher understood the interview material, practised in order to be confident and made a commitment to complete the interviews. Personal effects that might impact on the interview were reduced (Baker 1994:194). Before the actual interviews commenced, the researcher discussed issues of confidentiality and the aims of the research with the respondents to gain their trust. Mutual trust ensured the co-operation of the respondents and improved the quality of data collected (Bailey 1994:185-186; Schurink 1992:80 in De Vos *et al.* 1998:303). All the interviews were tape-recorded with the participants' consent. The tape-recording of an interview produced the most complete record of what respondents said (Hitchcock & Hughes 1995:170). The interviews were then transcribed, according to the main questions and follow-ups emerging from issues related to the topic, for subsequent analysis. The use of a tape recorder did not stop one from taking notes, but did allow one to concentrate and take strategic notes only, rather than laboriously attempting to write down the answers verbatim (Patton 2001:383). However, the researcher wrote down key points,

phrases and short comments as a back-up during interviews to complement data captured on the tape recorder.

3.6.2 Unstructured interview schedule

An interview schedule contains issues or aspects, which the researcher wants to explore. The researcher prepared the interview schedule for this study to ensure that the same lines of inquiry were followed with all the respondents. Thus, the researcher, whilst focusing on a particular aspect of the topic, was at liberty to adopt a particular conversational style, develop a discussion and ask spontaneous questions to get a deeper understanding of the particular aspect (Patton 2001:343). For this exploratory study, unstructured interview schedules (Annexure H and I) were carefully constructed for Grade 9 educators and SMTs respectively to allow greater flexibility for capturing the salient points concerning the topic. The researcher preferred not to use a structured schedule because the chances of valuable information being lost or simply falling through the gaps would have been greater.

The interview commenced with the educators describing their biographical details, experience, knowledge and perceptions on the CTA Instrument. The interview focused on their experience in Grade 9, their position in the system, and the other areas were derived from the literature study focusing on *C2005*, assessment in *OBE*, the CTA Instrument and management efficacy. The following main aspects were covered: management of the CTA Instrument by the Grade 9 educators and SMTs, teaching and learning in Section A, Section B of the CTA Instrument, educator's and learner's resources, assessment, support from SMTs, learner's work, marking, recording of marks, portfolios, moderation and overall learner performance.

The unstructured interview schedule for the SMTs comprised: biographical details, their position in the school and their experience in management. The other aspects were derived from the literature study focusing on: understanding *OBE* Policy, *C2005*, assessment, provincial guidelines, the implementation of the CTA Instrument, managing Grade 9 assessment, records of learner performance, leadership, management styles, instructional leadership, capacity building, and management perspectives and experiences.

Finally, the respondents were asked to reflect on the whole conversation and to summarise their answers. The interviews ended with the researcher thanking them for their participation and qualitative comments. Another method employed by the researcher for data collection and triangulation was observation. Hence, a discussion on observation as a data collection method follows next.

3.7 Observation

In addition to the interview method, the observation method was used in this study for data collection. It was used to observe the environment, people and their relationships, behaviour, action, and physical objects such as desk arrangements and learners work in an open and unobtrusive way (Baker 1994:241). The advantages of this method are:

- It provides information when other methods are ineffective.
- It uses a simple procedure of selecting subjects.
- It offers data when respondents do not cooperate to give information.
- It investigates reality naturally.
- It studies events as they happen.
- It offers first-hand information.
- It offers a wide range of information.
- It is not a costly exercise (Sarantakos 1998:219 cf. to Mahr,1995).

Through the observation method the researcher was able to gather valuable information on the topic in an unobtrusive way. Document analysis served as the third main method for data collection and triangulation in this dissertation. In the next section, the researcher presents a discussion on this qualitative method.

3.8 Document analysis

This study required the analysis of documentary evidence. Once a written source had been created, for whatever reason, it became a “potential” historical fact and therefore, documentary data was crucial for analysis and discussion (Hitchcock & Hughes 1995:218). Before data collection, the

researcher requested documents and schedules from the respondents related to the CTA Instrument. The intention was to identify the extent to which such documents were consistent with departmental policy requirements on the CTA Instrument. The analysis and interpretation of the written documents presented challenges. Despite this, the researcher was able to gather important data, which would not have become available otherwise. In addition to this, learners' work, assessment records, mark sheets of individual educators, and evaluation reports were also analysed. Valuable information emerged from documentary evidence. All the information gathered from key respondents, came from four public schools in Gauteng. In the next section the researcher discussed how the selection of schools and respondents was done.

3.9 Selection of research sites and respondents

Utilising the public schools list generated by the Education Management and Information System of the GDE for 2003 for the Johannesburg East, Johannesburg South, Ekurhuleni East and Ekurhuleni West Districts, the researcher purposefully demarcated four public secondary schools with English as the official language of teaching and learning as research sites (RSA, GDE. 2003(f)). Sampling is a deliberate method of selecting respondents for observation and interviews. It helps the researcher to infer conclusions about a specific population (Best & Kahn 1989:24). Purposive sampling is effective for exploratory studies (Bailey 1994:162; McMillan & Schumacher 2001: 401- 404). Hence, through this method of sampling the researcher identified rich cases and information-rich key informants. This type of sites and respondents increased the utility of information obtained from the small sample. The sample size selected for this specific study was adequate because of the information richness of the cases and the analytical competencies of the researcher.

The researcher travelled to the four schools and made official contact with four principals and eight educators teaching English in Grade 9 for purposes of observation and data collection. The sample of respondents in this study was redefined and increased to nine Post Level 1 educators for the purpose of achieving data saturation (De Vos, Strydom, Fouche, Poggenpoel & Schurink 1998:254). To verify, confirm and corroborate the evidence, three heads of departments for the Learning Programme: Language, Literacy and Communication: English Primary language and one deputy

principal were selected. In addition, one district assessment specialist was identified to confirm and corroborate the educators' responses.

In sum, all the verbal and non-verbal data was collected through the four main research methods presented above in this study. To understand the information supplied by respondents in the research, such data needed to be processed and analysed to facilitate interpretation of the findings. Hence, it is necessary for the researcher to present a discussion on data processing and analysis in the next section.

3.10 Data processing and analysis

Data processing is a systematic process, characterised by analysis, categorisation, interpretation and explanation of the phenomenon (Bosch 2000:61; Marshall & Rossman 1995:111). Qualitative analysis refers to the non-numerical examination and interpretation of observations in order to discover meanings and patterns of relationship (Bailey 1994:G8). In this study, the method of data processing consisted of organisation, analysis and interpretation of evidence. Tesch's method of data processing and analysis was followed.

The steps of data processing and analysis followed were:

- The researcher read through all the transcripts, to get a sense of them. As they arose, some ideas from the transcripts were written down.
- The researcher selected the most interesting transcript and went through it asking the question, "What is this about?" The researcher thought about the underlying meaning in the information. The researcher wrote down thoughts that come to mind again, this time in the margin.
- When the researcher completed this exercise for all the transcripts, a list of the emerging topics was made. Similar topics were grouped together and formed into columns that were arranged into major and unique topics.
- The researcher used this list to work with the original data. The topics were abbreviated as codes written next to the relevant segments of the text. The researcher carried out a preliminary organising scheme to see whether new categories and codes emerged.
- The researcher used the most descriptive wording for the topics and turned them into categories.

- Grouping similar topics together reduced the list of categories. Lines were drawn between the categories to show interrelationships.
- The researcher made final abbreviations for each category and alphabetised the codes.
- Data belonging to each category were assembled in one place and a preliminary analysis was done.
- If it was necessary, existing data were recoded (De Vos *et al.*1998:343-344).

Final data analyses and presentation of findings are discussed in more detail in chapter four. The quality of this exercise depended largely on the researcher as an instrument in this study and the researcher addresses this in the next section.

3.11 The researcher as an instrument

In a qualitative study, the researcher is the most important research instrument. In order for this research to be valid and reliable, the researcher has to uphold the moral principles underpinning the code of ethics for research such as, *inter alia*, honesty, integrity, sincerity and empathy (De Vos *et al.* 1998:24).

The researcher is competent and adequately skilled to conduct the study. This is important for producing a report that is based on integrity, authenticity and credibility (De Vos *et al.* 1998:30). She has successfully completed postgraduate courses in research methodology and qualitative data analysis. This study is supervised and co-supervised by a doctor and professor who have experience in supervising master's and doctoral programmes in research studies. Issues of validity and reliability underpin the authenticity of the results. Hence, it is necessary for the researcher to present a brief discussion on these issues in the next section.

3.12 Validity and reliability of qualitative designs

Being on the research sites was a powerful technique for validating and gaining insights into the nature of human affairs in all their rich complexity. Although validity and reliability were usually associated with quantitative research, they also apply to qualitative research (Bailey 1994:298).

In this research, validity refers to

the honesty, depth, richness and scope of the data achieved, the participants approached, the extent of triangulation and the disinterestedness or objectivity of the researcher (Cohen, Manion & Morrison 2000:105)

Reliability is “a measure of consistency over time” (Cohen *et al.* 2000:117.) It is associated with stability, accuracy, consistency and repeatability of the research (Niemann 2000:283). Validity is the degree to which explanations of the phenomena match the reality of the world. Validity, disciplined subjectivity and extension of findings are the common criteria for qualitative research (McMillan & Schumacher 2001:407). The researcher upheld the principles of validity and reliability to minimise their threats on authenticity and trustworthiness of the research results. The strategies that were used to enhance validity are discussed by the researcher in the subsequent sections.

3.12.1 Strategies to enhance validity

The following strategies can be used to enhance validity: prolonged field work, multi-method strategies, participant verbatim language, mechanically recorded data, low inference descriptors, participant researcher and participant review (McMillan & Schumacher 2001:407). In this study, as many strategies as possible are used to enhance validity.

3.12.2 Disciplined subjectivity

Disciplined subjectivity means that the researcher is part of the setting, context and social phenomena that was being examined. Hence, the researcher kept field logs and journals as chronological records for scientific interpretations. It is required that a researcher rigorously examines his or her own personal experiences and empathy during data collection and interpretation (Bailey 1994:300; McMillan & Schumacher 2001:411- 413). The researcher did this.

3.12.3 Extension of findings

The researcher provides extension of findings for others to understand similar situations through authenticity and usefulness. Authenticity of the respondents' perceptions was carefully reconstructed. The researcher ensured that the research design was adequate to describe the phenomenon of the topic. Trustworthiness is central for validating the research design and results. It is, therefore, necessary to discuss issues of trustworthiness in the next section.

3.13 Trustworthiness

In this study the researcher endeavours to obtain valid results by pursuing the following aspects for ensuring trustworthiness:

3.13.1 Truth-value

Truth-value establishes the truth of the research findings for the respondents and the context. Truth-value establishes the credibility of the findings. A qualitative research is deemed to be credible when it presents accurate descriptions and interpretations of human reality that is recognised by the respondents who share that experience about the research phenomenon (De Vos *et al.* 1998:348).

The following strategies are used by the researcher to establish truth-value:

3.13.1.1 Prolonged engagement

The researcher is required to spend a reasonable period of time and to orally communicate with respondents during data collection (De Vos *et al.* 1998:350). The researcher did this and by communicating in English with the participants was able to gather valuable information on the topic. The researcher spent approximately one and a half hours on each interview and observation at each of the school sites.

3.13.1.2 Recording of data

Another strategy is to ensure that data is recorded thoroughly (Sarantakos 1998:321). The researcher used an audio tape recorder, interviews and observation notes to record data.

3.13.1.3 Authority of the researcher

The researcher is a qualified office-based education manager, occupying the post of deputy chief education specialist in the GDE, with twenty years of experience in teaching and learning, administration, management in primary and secondary schools, and in the district and head office components. The researcher also completed postgraduate studies in education management.

3.13.1.4 Triangulation

A strategy used to ensure trustworthiness, is triangulation (De Vos *et al.*1998:359; Maykut & Morehouse 1994:146). Triangulation is a system of using multiple methods of data collection, such as interviews, observations and case study for data collection (Denzin & Lincoln 1998:199). The researcher ensured trustworthiness of the data through rigorous triangulation of in-depth phenomenological interviews, observations, literature study, document analysis and case study for verifying and cross referencing the rich tapestry of information.

3.13.1.5 Applicability

Applicability ensured transferability. The strategy of applicability applied to whether the research findings could be applied to other settings, groups or contexts (De Vos *et al.*1998:349). The researcher ensured applicability in this study by means of nominate sampling and detailed description of research sites and respondents.

In this study, the researcher preferred purposeful sampling through the means of careful handpicking to ensure that information rich respondents from authentic research sites were best able to provide the valuable information on the phenomenon.

The researcher presents dense and detailed background information of the research sites, settings and respondents in the next chapter which could assist other researchers to determine the extent of transferability of the findings of this research to their own settings (De Vos *et al.*1998:349).

3.13.1.6 Consistency

Consistency is a criterion of trustworthiness. Consistency means dependability. It applies to whether the research findings are consistent; if the inquiry was to be replicated (De Vos *et al.*1998:350). In this study, the researcher ensured consistency by employing systematic and rigorous research methods. The researcher intends to keep the evidence for audibility purposes.

3.13.1.7 Neutrality

Neutrality is grounded in conformability. It is the degree to which the research findings are a direct result of the information gathered from the respondents in the research sites and the conditions of the research (De Vos *et al.*1998:350). The researcher ensured conformability through audits of prolonged engagement with respondents and reflection.

In sum, the researcher applied all these strategies in order to ensure trustworthiness of the research results. Research ethics impact on trustworthiness of the research results. Therefore, it is necessary for the researcher to present a discussion on research ethics in the next section.

3.14 Research ethics

The researcher should be honest and open with respondents (Babbie & Mouton 2001:530). For research to be ethical it should subscribe to the following points:

- Informed consent: the researcher in this instance acquired the relevant permission to conduct the research in schools.
- Confidentiality and anonymity: the researcher should not divulge the identities of respondents in the report.

- Deception, privacy and empowerment: the researcher did not violate informed consent and privacy of individuals, but rather negotiated with respondents in recognition of their important role they had in the research process.
- Caring and fairness: the researcher, at all times, should be aware of the sense of caring and fairness of her own thoughts, actions, professionalism and morality.
- The researcher sought the respondents' permission to audio tape the interviews (Bowling 1997:272; De Vos *et al.*1998:25-27; McMillan & Schumacher 2001:421- 422).

3.14.1 Anonymity and confidentiality

The researcher consciously upheld the dignity, anonymity and confidentiality of respondents at all times. If respondents knew that the research would be reported anonymously, they would feel comfortable to freely provide truthful and honest information of a sensitive nature (Babbie & Mouton 2001:533; Homan 1991:140; Schnetler 1989:148).

In a qualitative research study such as this one, the objectivity of the researcher has to be established in order to minimise subjectivity of the results. Hence, objectivity, a concept which embraces fairness and unbiasedness on the part of the researcher, is discussed in the next section.

3.14.2 Objectivity of the researcher

Objectivity in qualitative research is defined as giving equal weight to all the information gathered (Bogdan & Bilken 1992:217). Contrarily, researchers might be faced with biases interfering with their attitudes to the topic. To avoid such interference, researchers consciously attempt to study their respondents as objectively as possible (Bogdan & Bilken 1992:42).

3.15 Conclusion

In this chapter information on the design, methods used to conduct the qualitative investigation, validity, reliability, research ethics, and aspects of trustworthiness were provided. In the next

chapter, the researcher focuses on presenting the qualitative data after a process of detailed analyses and categorisation.

Chapter 4: Analysis and presentation of findings

4.1 Introduction

The purpose of this chapter is to analyse, categorise and interpret the data gathered from face-to-face in-depth interviews with eight educators, four SMT members and one district assessment specialist. The data was organised in such a manner that overall patterns became clear. The emphasis here was on presenting the participants' views as vividly as possible. In this regard, the researcher quoted their responses and attempted to present it in a coherent, integrated and systematic way. In order to uphold issues of confidentiality and anonymity, the schools were identified as urban and township schools. Educators and SMT members were referred to simply as Educator A, Educator B, etcetera. Documents submitted by educators during the interviews were analysed and discussed in the context of specific issues related to the topic.

The results obtained from the data analyses were organised into themes for presentation and discussion. The themes were: educators understanding of policy and concepts; positive and negative aspects of the CTA Instrument for the Learning Programme: Language, Literacy and Communication: English Primary language; training and development, managing the implementation and its emerging challenges; and learner performance in the CTA Instrument. Under each of these themes various sub-themes were identified. In each of these, educators' experiences were analysed, compared, cross referenced and corroborated with evidence from other educators in the study for establishing accuracy and rigor in this presentation. In order to present the findings of the broad research aim and objectives of the topic: *a study of the management of the common tasks for assessment (CTA) instrument at selected secondary schools in Gauteng*, the following outline is used in this chapter.

Headings	Sub-headings
Educators' understanding of policy and concepts	<ul style="list-style-type: none"> • <i>OBE</i> and <i>C2005</i> • CASS • The CTA Instrument • Management
Positive aspects of the CTA Instrument	<ul style="list-style-type: none"> • The CTA Instrument is a comprehensive package • The CTA Instrument has improved • It is appropriate for the external examination • The CTA Instrument is helpful • The types of tasks in Section A are satisfactory • The <i>Teachers' Guide</i> is useful • Learners' workbooks are good
Negative aspects of the CTA Instrument	<ul style="list-style-type: none"> • Content of the CTA Instrument • Programme Organiser and themes • Microinvestigation • Inadequate time for Section A • Section B was not relevant to Section A • Formal writing was problematic • Assessment poorly mirrored outcomes • The song "Heal the World" • Bureaucracy and jargon
Group work	<ul style="list-style-type: none"> • Weak learners and group work • Group work was a drawback • Weak learners wanted the same marks as bright learners • Bright learners did not prefer group work
Individual work	<ul style="list-style-type: none"> • Individual work from weak learners

	<ul style="list-style-type: none">• Individual work from bright learners
Limited resources for research	<ul style="list-style-type: none">• Inadequate resources for lesson planning• Educators had to find resource materials• Inadequate library facilities and computers• Schools had to purchase additional resources
Assessment	<ul style="list-style-type: none">• Educators were unsure of assessment practices• Difficulties in designing rubrics• Rubrics showed poor alignment to outcomes• Large volume of paperwork• Enormous amount of marking• Too many educator assessments• Educators fell behind with their work• Assessment stressed and traumatised educators
Examination	<ul style="list-style-type: none">• Inconsistent instruction to schools• Poor control of examination question papers• Official composite mark sheets• Lack of transparency• The examiners• The twenty five (25) percent weighting
Standard of tasks	<ul style="list-style-type: none">• Low standard for English Primary language• Standard was high for second language English speakers
Learners	<ul style="list-style-type: none">• Poor attitude• Absenteeism• Culture of indolence• Poor commitment• Socio-economic background

Implementation	<ul style="list-style-type: none">• Inadequate time for preparation• Implementation plans• Quality of implementation• Large class sizes
Training and development	<ul style="list-style-type: none">• Problems with district training• Problems with school training
Managing the implementation	<ul style="list-style-type: none">• Decision-making and delegation• Management and leadership• Management processes• Management systems• Management of learners' records• Management responsibilities• Management plans• Meetings• Supervision and support• Class visits• Registration of learners• Administration and control• Moderation• Management and governance• Time management• Communication• Productivity• Commitment and attitude
Management challenges	<ul style="list-style-type: none">• Poor quality of teaching and learning• Learner absenteeism• Large workloads• Poor involvement and commitment• Large educator to learner ratios

	<ul style="list-style-type: none">• Staff instability and absenteeism• Administrative and registration problems• Errors in registration forms• Moderation by districts
Learner performance	<ul style="list-style-type: none">• Low achievement• Performance was better in Section A• Overall failures• Consistency of performance• Quality of performance• Impact of the CTA Instrument on performance

4.2 Presentation of findings

As the aim of the study was to determine the management of the CTA Instrument at the identified schools, the educators' responses were adequate for drawing accurate and rigorous conclusions. Their experiences and perceptions of the topic were cross-checked with policy guidelines and literature review in chapter two to corroborate the findings. The researcher attempted to highlight the implications that these findings might have for the SMTs in the context of self-managing and school-based management. The analysis of transcripts and documents which were collected from school sites revealed different practices in understanding and implementing the CTA Instrument. The categories that emerged from data analysis are further investigated, discussed and presented in the following section.

4.2.1 Educators' understanding of policy and concepts

4.2.1.1 *OBE* and *C2005*

Educators generally evaluated and expressed their understanding of *OBE* on a three point scale of good, average and poor. Educator F had successfully completed an assessor's course. Both Educator F and I were co-ordinators of their respective cluster of schools in their districts for the Learning Area: Language, Literacy and Communication: English Primary language and expressed the sentiment that they had a good understanding of *OBE*, *C2005*, CASS and the CTA Instrument. Most of the educators expressed similarities in their understanding of *OBE* in relation to the topic. Almost all explained *OBE* and CASS in practical terms, for example, "a new way of teaching, assessing learners formatively all the time, learner paced and using group work methodology." None of the educators referred to the concepts by means of theoretical and philosophical jargon. Educator A expressed his views on *OBE* in the following way:

When you compare OBE and the traditional method of teaching, OBE is liberating the minds of the learners, and gives the learners a chance of becoming open-minded, which is better compared to the traditional method.

However, some of the educators expressed negative concerns on the challenges *OBE* brought into their classrooms. This was how Educator A described his concerns about *OBE*:

... some of the things I notice are pragmatic like the timeframe: OBE says learners should be given the opportunity of learning at their own pace, but it is not practical to do that because of the time. You find some of the tasks are not completed. OBE is problematic.

An SMT member, Educator J, said:

It doesn't prepare learners for Grade 10, 11 and 12...In OBE, concepts are not emphasised. It's so general. Yet in Grade 12 they need to know these things...where do you get the time to go back and teach them the concepts they should have learnt in Grade 9?

On the positive side, Educator G said:

The big thing is learners are aware of what is expected of them. This is possibly the major advantage of OBE.

The meanings attributed to *OBE*, by educators simply reflected their deeper knowledge and the sense they make of it during its implementation.

Most of the educators explained and understood what *C2005* was in practical terms. Educator D explained it as follows:

It's the new curriculum for OBE.

However, Educator G simply did not know what *C2005* was as she had never been to any form of training at school or district in terms of the new education policy and legislation.

4.2.1.2 CASS

Most of the educators were able to express what CASS meant to them. Educator C said:

CASS is continuous assessment throughout the year.

Educator G explained her views as follows:

Assess what the child knows.

Some of them stated that CASS was simply formative assessment. However, when two of them tried to explain the term, they confused formative with summative assessment and *vice versa*.

Educator A explained formative assessment and CASS as follows:

Formative assessment is what I apply everyday. I make sure that I assess my learners using formative action. I assess every time I teach. I assess even at the end of the term. We do formative assessment and it works because we are able to detect where we are able to do some remedial work.

Almost all of them understood assessment requirements for the CTA because they clearly articulated them. Educator D, from a township school, explained it in this way:

Grade 9 assessment, in particular, is divided into 2 components. The first component consists of CASS which is continuous assessment which is 75% that you have to do as an internal arrangement at your school, and 25% is your CTA, which is the external arrangement by the Department of Education. ... you draft out your mark book for the year in terms of what are exactly the requirements for CASS.

When educators were asked about their SMTs assessment competence, they made the following comments:

Educator B:

If my knowledge of OBE and assessment is say average, then theirs is very limited...I must say it is very limited ... because I can't go to them for help.

Educator A, from the same school:

He would refer you to your head of department who also doesn't know exactly what is happening in assessment.

It was evident that many Grade 9 educators had a basic theoretical understanding and knowledge of CASS, but, had problems with its practical implementation. The SMT members in the main had limited theoretical knowledge and practical competence in assessment in *OBE*.

4.2.1.3 The CTA Instrument

Only one educator from those interviewed experienced the CTA Instrument as a valuable tool for developing teaching and learning programmes in different learning areas. Educator E, who was an SMT member, explained how he developed activities for his classes prior to his exposure to the CTA Instrument as follows:

...initial understanding of it was at a very basic level in the sense that I would look at a particular SO or AC and try to find something to satisfy that, which I think shouldn't be the way it should operate. Also we would do things just to satisfy particular requirements.

The same SMT member saw the value of the CTA Instrument for designing his own activities in the following way:

... But from a teacher's perspective, I think I have learnt tremendously. I have learnt a lot about how these structures should be put into place, how things should be looked at, how things should be prepared and what we can derive from it... to me I found it eye opening; something different for me.

Educator E said:

But having seen something like that, I have now a better understanding of it...The type of preparation, the type of thinking that should go in something of that nature.

Educator E elaborated on the benefits he derived from it for teaching and learning in the following way:

I think educators can also learn something from the CTA in terms of how a certain aspect of certain sections of work could be prepared, implemented and could be tested.

Most educators acknowledged that the CTA as a concept was good. On this issue Educator H, from a former Model C school said:

I think the CTA as a concept is a very good idea, like it is with the matric exam, where everyone is assessed on the same level and hopefully that standardises the mark, because I think different institutions, or the quality of their exams that they are expecting learners to do at the end of a particular grade, may differ. The concept I think is a great idea.

All, except Educator E, saw the CTA Instrument simply as the external exam component. Most of them had a fairly superficial understanding of it because they provided a rudimentary definition without deeply explaining its purposes of moderating and standardising educator assessment practices to assure quality, in spite of using probes for gathering more information on the issue.

4.2.1.4 Management

Most of the educators interviewed expressed a common understanding of what management meant to them in the context of school-based management, for example, “*leading the way in which things should be done.*” However, only a few attempted to explain the concept in the context of self managing schools. Educator F who was an SMT member expressed her views on this in the following way:

... the idea of directing them in a certain way. If they are left to do their own kind of thing they can't cope. They just can't cope.

Educator J said:

SMTs now have to take control and make decisions completely.

Indeed, all of them unanimously agreed that management had a large impact on learner performance. When they were asked to elaborate on this, two of them commented: Educator G said:

It's the way in which the principal and other SMT members displayed their management and leadership roles; the culture and climate that prevailed and the quality of discipline in the whole school.

Educator C said:

...co-ordinate the development of school policies on assessment, homework and discipline; develop codes of conduct for both educators and learners and management's attitude for harnessing the co-operation of parents to monitor and support their children with homework and studies.

In addition to these remarks, these educators also emphasised the significant role that they played in the classroom in this regard.

4.2.2 Positive aspects of the CTA Instrument

All the educators agreed that the CTA Instrument had some positive and good aspects. On this matter, Educator E from a former House of Delegates school said:

I would think there are a couple of positives.

Educator H:

I haven't really looked at that angle but I think it does have some good in it.

4.2.2.1 The CTA Instrument is a comprehensive package

The CTA Instrument was regarded as a very detailed package by most of the educators. Educator E expressed his views on this as follows:

...to be very honest with you I would not have been able to take a particular aspect of let's say Science, let's take a particular aspect of Physics for example, look at it from different points of view, look at the different types of activities that could be implemented, look at the different SOs and ACs associated with it and to actually come up with such a comprehensive package... for one little section.

Educator I:

It's detailed and I know why it has to be this way.

When they were asked if they could come up with a package like this on their own, Educator E, from a township school said:

I don't think I would have been able to come up with something like that on my own. But having seen something like that, I have now a better understanding of it. If I were doing it what would I need to do in the other

areas of my work? The type of preparation, the type of thinking that should go in something of that nature.

All of them acknowledged the fact that a large amount of work went into preparing an instrument of that calibre.

4.2.2.2 The CTA Instrument has improved

All the educators unanimously expressed their satisfaction at the degree of improvement in the quality and standard of the CTA Instrument. Most of them said it was better in 2003 than in 2002. In this regard, Educator F said:

...technical orientation and the standard I think have improved.

Educator A said:

I think it improved a lot from two years ago.

4.2.2.3 It is appropriate for the external examination

All the educators acknowledged the fact that the CTA Instrument satisfactorily served the purpose of the external exam in Grade 9 and it reduced their work in some way and increased it in other ways. Educator E expressed his positive view, in the following way:

I definitely like an external exam. I think if it's left entirely to the school it would not be as reliable as using a component with some sort of external element in it.

Educator I, from an urban school said:

It was set by outside examiners, and we didn't have to set them in school, as we normally do at the end of the year.

The researcher verified this evidence with an SMT member, Educator C, who corroborated this point as follows:

...it is going to be used as a tool for external exams for Grade 9 that allows learners to leave school at Grade 9, and it's a national paper.

4.2.2.4 The CTA Instrument is helpful

All the educators found the CTA Instrument helpful. In this regard, Educator D, from a former House of Delegates school said:

The positive is that it is helpful. I mean it's the first time some teachers are doing it. It is helpful. It's not something that comes across as a monstrosity. It is user friendly. I guess the basic thing of the CTA is to help, to guide and to assist. That is the positive aspect.

Educator H, from a former model C school said:

Yes, the CTA helps us. It cuts down some of my work. I no longer have to set the examination paper for the final exam. The CTA does that for me.

4.2.2.5 The types of tasks in Section A are satisfactory

Almost all the educators said many of the tasks were acceptable. A Grade 9 co-ordinator, Educator I, from a former Model C school said:

On the positive side, I think the tasks are good because they are usually done anyway, during the year.

The brochure activity, in particular, was well received by most educators. In this regard, Educator D from a township school said:

It basically was a tourist brochure. I basically followed the steps from the guidelines or the educator's memo. I did it in the classroom situation. It was very well prepared. It was a thorough lesson. It was gripped within the OBE structure. It was very eventful. It was one of the positives. It really grasped the learners' attention. They really looked forward to it. Their marks were outstanding. The reason being our kids prefer doing work like

this. They prefer more practical rather than theoretical, and their marks get boosted automatically.

Another perspective on the same point from Educator I, from an urban school was as follows:

... the brochure was an excellent exercise. It was fun. They enjoyed it. I got wonderful brochures, they were folded, you know not like a normal brochure, they were a little bit more creative with the brochure. That I liked. That was excellent.

4.2.2.6 The *Teacher's Guide* is useful

Almost all the educators interviewed unanimously agreed that the *Teacher's Guide* was helpful.

Educator I said:

It was extremely helpful actually, although in many cases you have to... sift through the bureaucracy of it because it's an official document and official documents have bureaucracy in them. ... But it's good, it kind of helps you.

4.2.2.7 Learners' workbooks are good

All the educators interviewed, liked the learner's workbooks. Educator I expressed his view on workbooks as follows:

I like the learners' workbook. I also like it that they must do it on their own paper and that there is not a specific paper provided for them. I like a specific workbook format because they are high school kids. "Fill in the missing word" just does not cut it for them right now.

4.2.3 Negative aspects of the CTA Instrument

It seemed that almost all the educators were unanimous in their views on the challenges they faced implementing the CTA Instrument in schools. Some of these are highlighted here to foreground the difficulties they faced during this period.

4.2.3.1 Content of the CTA Instrument

In essence the educators said that the CTA Instrument should test informal writing as per the provincial requirements, to encourage learners to use proper language structures, grammar, and to write coherently. They were dissatisfied with the content of the CTA Instrument because they felt that important aspects of Language, Literacy and Communication were omitted. Educator C said:

Content wise the teachers normally complain about the content not having the literature component added to it.

Educator I from an urban school recommended the following aspect for future testing:

It will have to be an unseen poem, obviously a South African ... there must be some sort of integrity in the passages that we choose.

Many educators wanted the inclusion of aspects, such as summary and advertisement, as well.

4.2.3.2 Programme Organiser and themes

Most of the educators conceded that the themes and Programme Organisers were inappropriate and problematic for Grade 9's. On this aspect, Educator H from an urban school expressed her views as follows:

I know that was another complaint, by the time they got to class, they would say we have been doing it in Human and Social Sciences and Maths ... one Programme Organiser for every Learning Area became a problem. By the time the first week had passed, the children were so bored with the whole Programme Organiser because they had been doing it everyday, in every single subject!

Another perspective from Educator I was as follows:

I think that they are boring, I really do. To be really honest I don't think a 14 year old engages with how eco-tourism contributes to the South African

lifestyle because they are 14 years, they don't think about eco-tourism and the South African lifestyle.

Programme Organisers and themes in which learners did not have a genuine and vested interest were used.

4.2.3.3 Microinvestigation

All the educators interviewed said that the micro-investigation was problematic for Grade 9's because it was linked to research and availability of limited resources. On this issue, Educator I said:

Last year the investigation was a huge problem. The problem is ... you can't ask learners to investigate a thing of tourism if they do not have a shop that deals with tourism in the first place; secondly, not all libraries have information on areas of South Africa. Yes they may have geographical information, but not where you can stay, who the people are who's living there...it's really a very impossible task to ask them... to investigate something when the information is just not readily available ...the investigation, which was a huge farce ... but investigations at Grade 9 level is totally impossible! They are too young to investigate!

In a township school, Educator B expressed her views on microinvestigation as follows:

Not having a library, not having the means to get to a library had a negative impact on that. Very few pupils did the research.

Most of the educators said that a prior consideration of the age of Grade 9 learners and the availability of resources must be done before putting the task into the CTA Instrument.

4.2.3.4 Inadequate time for Section A

Many of the educators expressed the view that the time allocated for teaching and learning for Section A was not sufficient. It added to their problems. Some of them had to change the time to suit their own school circumstances. On this issue, Educator A said:

I had to extend it ...even maybe by a day. You know the tasks were not completed even in the given duration.

Educator D, from a township school said:

I had to extend the time in terms of the understanding of our learners. It's not like teaching first language English speakers. These are second language speakers; you need to understand that. There're obviously guidelines that were given and the time allocations were there. Section A, I think, was given 10 hours ... for activities, and Section B, a maximum of two hours.

This evidence was corroborated by Educator I who was a cluster leader from an urban school who said:

I don't think it's a good idea to do it in five hours because it doesn't really help the learners, plus Section A must mirror in Section B and you only do this in five hours? This learner only has five hours contact in English which is his second language, less in Arts and Culture, less in MLMMS, less in HSS. How must they remember what they did and which it must mirror? You see what I mean? You need more time. It's an educational theory. More time, more instruction!

4.2.3.5 Section B was not relevant to Section A

Most educators felt that this section had no relevance and was therefore, problematic. Educator H from a former Model C school expressed her views on this as follows:

... Section B to me held no relevance whatsoever! I think whether the learner did well enough or whether he or she did bad in it was actually no indication of their ability at the end of Grade 9.

Educator I from another school said:

Section B, last year, was a great shocker for us. Because at this school, specifically, we never taught a formal letter in Grade 9, never!

4.2.3.6 Formal writing was problematic

The creative and formal writing task was a matter of concern for educators. Educator B from a township school said:

That was quite a shock!

Educators said that the biggest problem was the formal letter which was not done during class work for school-based assessment or in Section A. They emphasised the point that the formal letter was done in Grade 10 and not in Grade 9. Therefore, they said it was unfair to test learners on this aspect.

On the same issue, Educator I said:

It was not something that was traditionally taught in Grade 9 because a report is formal in nature. In Grade 9 learners are expected to write informal papers and the only formal thing in the old syllabus that they had to write was the essay. That was the formal thing. I don't really believe in the report.

4.2.3.7 Assessment poorly mirrored the outcomes

The summative assessment in Section B poorly mirrored the tasks and outcomes in Section A. Many of the educators expressed concern that the tasks in Section B did not mirror the tasks and outcomes learners engaged with in Section A. They were emphatic

and unanimous in their responses that the activities and outcomes for Section B should have been similar to Section A, in keeping with the principles of *OBE*. Educator I expressed his concern in the following way:

... they had to respond to a biased piece of writing by writing a formal letter to the press. Now that is not a reflection! That is not a mirror of Section A!

The educators said that assessment must be mirror images of the common outcomes for both Sections of the CTA Instrument.

4.2.3.8 The song “Heal the World”

The educators said that the learners were confused when the examiner called “Heal the World” a poem. Most of the educators pointed out that the song by Michael Jackson was not a poem and the singer was not a poet. The essence of this debate is ensconced in the response of Educator I, who said:

The first one was a poem by Michael Jackson. They said a poet. I speak out because he is not a poet. He is a singer. He is a pop singer!

Educators said that the examiners should have simply called a spade a spade and nothing else.

4.2.3.9 Bureaucracy and jargon

The bureaucratic nature of the *Teacher’s Guide* posed a challenge to many educators. This affected the nature of implementation. Educator I from an urban school said:

...although in many cases it is a schlep to sift through the bureaucracy, it is an official document and official documents have bureaucracy in them.

The complex jargon in the *Teacher’s Guide* confused educators. Educator D who was from a township school said:

The negative aspect is the jargon or the language in terms of an educator who is not well informed. How often do you go to the head of department?

How often do you go to the deputy principal for help? I think for certain educators there's too much of jargon.

Therefore, bureaucracy and jargon in the *Teacher's Guide* was found to be problematic for interpretation and it thus hindered proper implementation.

4.2.4 Group work

Most of the educators expressed grave concerns about the limited participation demonstrated by many of the learners during group work. Educator A explained this problem as follows:

Like for instance, when there is group work requirement, you find that only one learner will be participating. You find others are not participating. Even in group work it didn't work. Because, at the end of the day, it was me ...the educator, I am the one who is still giving information to the learners.

On the same problem, Educator B from another public school responded as follows:

...when we put the kids into groups it becomes our task to find someone now within the group to do the work, so the others just sit back and do nothing, and then we are forced to give everyone the same mark and that is so unfair!

4.2.4.1 Weak learners and group work

Many educators said that weak learners were benefiting greatly from group work. Educator H said:

With the CTA, I just think it definitely benefits the weaker learners because of the amount of group work and they know who the strong learners in their class are and they aim in that direction when it's group work so that they will earn more marks there.

4.2.4.2 Group work was a drawback

Educator J expressed his dissatisfaction with group work as an assessment strategy. He said:

Group work is the biggest drawback. It is irksome. Learners fall down flat, yet they pass. We are developing a generation of illiterates with group work in OBE.

4.2.4.3 Weak learners wanted the same marks as bright learners

Weak learners were challenging educators, demanding the same marks as bright learners in the group even though they knew that they did not work. Educator G said:

They will fight you bitterly to the end if you say they haven't really worked to deserve that good mark.

4.2.4.4 Bright learners did not prefer group work

Group work impacted negatively on bright learners. They did not like group work. The educators corroborated this finding. They maintained that group work largely challenged and drained out bright learners. Educator B made the following comments on this issue:

The main thing is, if they know that someone within the group is going to be doing the work, the others just rely on that main person and they don't do anything at all or very little, because they know they are all going to get the same mark and so the learner who is bright within the group is obliged, because that child (the bright one) wants a better mark, that child goes out of his way in order to do the work.

Educator H from another school shared her views as follows:

... often the stronger learners motivate themselves even if they find the task boring, and so I think it was a challenge for them, in that having to do so much group work they were often being drained, their resources were being drained by the weaker students who obviously didn't put in as much effort.

Most of the educators said that group work posed a serious challenge when it came to assessing learners.

4.2.5 Individual work

Many learners did not hand in their individual work on time. This resulted in frustration amongst some educators because they could not finalise their marking and their administrative paper work.

4.2.5.1 Individual work from weak learners

The completion and submission of individual work from weak learners, especially, was a drawback to the marking and data capturing processes in many township schools. From one such school, Educator A blamed this on learners' laziness. He summed up this problem as follows:

If learners are expected to work on their own for a specific activity, you as an educator facilitate this but it never worked.

Educators said that many learners who did not hand in their work, which they were supposed to do on their own, created serious problems for managing their assessments and keeping proper records for all learners.

4.2.5.2 Individual work from bright learners

Many bright learners worked conscientiously and produced excellent quality of work. Educator H from an ex model C school shared her views as follows:

Almost always you can rely on bright learners to put in extra commitment to everything they do. In all the classes I teach the bright learners did the work on time, very neatly, beautifully and produced brilliant pieces of work ... it was a pleasure to mark them.

4.2.6 Limited resources for research

Grade 9 learners needed access to additional resources to conduct research for special tasks, such as the microinvestigation in Section A. The unavailability of teaching and learning resources impacted on the management of the CTA Instrument. This led to serious problems.

4.2.6.1 Inadequate resources for lesson planning

Limited resources affected the planning of lessons and learners' work. In this regard, Educator B expressed herself as follows:

... but we have to plan the lesson knowing that it was something new. We just couldn't go into the lesson like that. I had to preplan, like I said, in terms of them designing brochures. I had to bring in brochures. In terms of them carrying out the investigation, I had to make use of the Internet to get various kinds of eco-tourism projects, and those of them who didn't have (resources), ...I had to give it to them. So I had to prepare in advance.

On the impact of limited resources on teaching and learning, Educator A commented:

... in our school we don't even have resources. We don't even have a library ... maybe I'll say let me take my learners to the library and guide them,... to let them search for information. Because of that, of not having a library here, they failed to do research. So I even stopped giving them work that will require them to search for information. We would do tasks in class, which made us go back to the traditional way of teaching because it was impossible for me to implement this OBE because of the failure of the learners themselves, and the non-availability of resources in our school.

Educator H corroborated Educator A's responses on limited resources and poor performance. He said:

I went on the Internet. I got some resources from the internet on eco-tourism and sustainable development as well. They (learners) utilised some

of this as well. I also gave them the opportunity to do their own research and bring their own material... Very few took the opportunity and did so. Obviously, the stronger kid or the distinction candidate did (the work), but most of them expected the school to do it for them.

Many educators said that the availability of limited resources adversely affected teaching and learning for the CTA Instrument.

4.2.6.2 Educators had to find resource materials

Schools had to find their own means to provide additional resources for the class work component. Educator I from a former Model C school articulated his views on this problem as follows:

We provided them. We have learners who come from Vosloorus Township; they don't even have tarred roads and what I did was I went to Sabie just before the CTA started and collected material from there. So I brought materials. I did not ask my learners to bring materials because where must they find it? And yes, we do have a library at the school, yes, we do provide opportunity for these learners to do research. You know they are not exposed to research, how are they going to do it? Who's going to help them to find it? They are 14 and 15 year olds! They don't know about finding stuff!

Educator F said:

I got some from the conference they had two years ago... the WSSD. I still got some in my classroom. I try to keep them but it gets old. The paper gets yellow... it's not the ideal thing.

4.2.6.3 Inadequate library facilities and computers

One of the township schools did not have a library. There was a dire shortage of computers. Information technology, such as the internet was scarce. One school had two computers only. These

were located in the secretary's and principal's offices respectively. Educator B expressed her frustration about trying to gain access to the computer in the school, in the following way:

We have internet at school but just in one computer in the principal's office only. It's hard to access that computer!

4.2.6.4 Schools had to purchase additional resources

The participating schools had limited financial resources to manage their programmes. They had to use a portion of their budget to buy learning materials to support the implementation of the CTA Instrument. Educator F from an urban school commented as follows:

We got second-hand things. It cost us money. We got sufficient for all our classes you know. They had to try and find things too. I want fresh new material. Otherwise they are not interested ...you got to make it easy. The information should be available to them otherwise you can't get any result.

Limited teaching and learning resources for the CTA Instrument and the absence of proper library facilities in some schools negatively impacted on the management, implementation and overall learner performance.

4.2.7 Assessment

Many of the educators from the participant schools expressed their need for additional support and practical assistance from SMT members for conducting day-to-day assessments. They raised many problems relating to the assessment of learners for the CTA Instrument. These problems slowed down implementation and challenged the forms and styles of management and leadership used in schools. Some of these problems are presented in this section.

4.2.7.1 Educators were unsure of assessment practices

Most of the educators were not confident with their own assessment practices. Educator G who experienced problems, said:

I was unsure. I would assess a group and ask the Head of Department to see if she agreed. Sometimes there were discrepancies.

Most of the educators maintained that their SMTs had little competence in assessment. They maintained that this was one of the reasons why SMT members did not conduct class visits regularly. The SMTs inadequate knowledge and poor practical skills of learner assessment negatively impacted on their management and classroom-level implementation. Educator B said:

If I compare them to me... to my basic knowledge of assessment and OBE, they have very limited experience in this. In reality, maybe...incompetent or very little knowledge... because they hardly had any training.

4.2.7.2 Difficulties in designing rubrics

Many educators were still experiencing difficulties with designing their own rubrics. Educator D said:

In Grade 8 we don't implement rubrics as intensively as we do in Grade 9. Every teacher's work has to have rubrics. For designing it, there are examples of them in the revised curriculum, but it's too much in detail.

The same educator made the following remarks:

Even for teachers who are doing assessment for a long time, they are not aware of the detail it requires.

4.2.7.3 Rubrics showed poor alignment to outcomes

Many educators raised the concern that some of the assessment rubrics were inadequately aligned to the expected outcomes of the task. Educator B said:

They just started cutting any pictures, watches, cars just pasting it, welcome to Gauteng. And it had nothing whatsoever to do with the topic. And because of the rubric, let's say two for neatness and one for layout and so on... they were getting marks. What kind of an assessment is that?

4.2.7.4 Large volume of paperwork

The process of assessment entailed a great deal of paperwork for a large number of educators. Educator A who struggled with this said:

Too much admin work!

Almost all the educators conceded that administration and paperwork bogged them down.

4.2.7.5 Enormous amount of marking

The huge amount of marking which was to be completed within short time frames affected educators' confidence and morale. Most of the educators agreed that they had an enormous amount of marking for a short time frame for the CTA Instrument. Educator A expressed his views on marking in this way:

Apparently people are scared of marking ...Hence, I say there is too much paperwork. It traumatises you. It stresses you. You don't have time to do anything except having papers in front of you, mark them and filling in documents.

4.2.7.6 Too many educator assessments

A large number of educator assessments slowed down the marking process. This impacted negatively on the management. Almost all the assessments in the CTA Instrument were educator-centred. One Grade 9 co-ordinator, Educator I, expressed his concerns on this as follows:

I have a big problem with the marking of all the tasks. The tasks are entirely educator assessed. This is educator assessment or teacher assessment. Everything is teacher assessment. Nothing is self- assessment. Nothing is peer assessment. Nothing is group assessment and that is the biggest problem that I have with assessment.

4.2.7.7 Educators fell behind with their work

Most of the educators said that the large number of assessments held them back from completing their work on time. An SMT member corroborated this finding during her routine class visits. She said:

I found that a lot of people fell behind with their assessments.

4.2.7.8 Assessment stressed and traumatised educators

The CTA Instrument put a number of educators under pressure. Most of them said that they experienced tremendous stress during the implementation of the CTA Instrument at their school. Educator B said:

The fact that it had to be done within a time frame and it had to be marked... like I said too much of stress.

In the main, they argued that educator assessments exacerbated their stress and diminished their morale. Most of them conceded that they had to deal with a large volume of marking and recording of learners' information which exasperated and traumatised them.

4.2.8 Examination

In all the schools involved in the study, the nature of the implementation of Section A and the administration Section B, the formal examination was influenced by the poor quality of instructions and communication they received from their district offices. As a result of poor communication some schools treated Section A and B strictly as examination components written under strict examination conditions, whilst other schools treated both sections as teaching and learning components by simply infusing them into the normal teaching programme. This seriously challenged the accuracy and reliability of results obtained in certain schools. This impacted negatively on the credibility of the CTA Instrument as a valid tool for sampling learner achievement in the province. Some of these concerns are presented in this section.

4.2.8.1 Inconsistent instructions to schools

Inconsistent instructions to schools from different districts led to poor management and implementation of the teaching and learning programme and the examination. This led to confusion and chaos. It gave rise to a large number of irregularities, such as copying and cheating in some schools. This impacted negatively on the credibility of the CTA Instrument as a valid and reliable external examination for Grade 9, and the ultimate quality of learner performance. Some schools opened the question paper and worked through it in class long before the stipulated final examination date, while other schools followed the correct procedures. Educator I explained this problem as follows:

I got the instructions I think a week before that I could open it for my specific school. The reason for this I believe was some township schools had already opened the CTA. This happened. Actually some of my learners came with Section B to my classroom. This also happened because they have friends in the townships. You see they share information. It does happen if it is not controlled correctly.

4.2.8.2 Poor control of examination question papers

Most of the participating educators expressed their concerns and disappointment with the poor control of the examination question papers for Grade 9 by some districts. They said that some learners had access to the examination question paper before the actual examination and therefore, had enough time to prepare the answers for the questions. Educator C who is an SMT member said:

The district allowed us to have access to it before the date of the exam. So, the principal gave me copies of all the papers so that I would roll off and give them to the teachers.

From the discussions with the educators, it emerged that there was little evidence of the existence of tight safety and security measures for the safekeeping of examination question papers in many schools.

4.2.8.3 Official composite mark sheets

Some of the schools in the study did not receive the official mark sheets for Language, Literacy and Communication: English Primary language, in time. In most instances they stated that the mark sheets arrived late, after the moderation process. This created stress amongst educators in schools because they were anxious about whether they could meet the deadlines set by their districts.

Educator H said:

We had to give our own individual marks, our own individual mark sheets and they would take them through to moderation and it became a problem in that all the other learning areas' mark sheets went through to moderation on the official mark sheets. So it was easier for them in terms of how it works. There were no official mark sheets from the Department, not until the time moderation happened.

This point was corroborated by an SMT member of the school, Educator C, who said that because they did not receive the mark sheets in time she had to assist educators to design their own mark sheets.

4.2.8.4 Lack of transparency

Most of the educators expressed their concern about the lack of transparency in setting the CTA Instrument. They expressed their dissatisfaction on this issue because they said that they did not know who designed and set it. Educator I from an urban school said:

I think the reason why it is not transparent is because people don't know who set it. That is the main point.

When Educator F was questioned about the whether he knew who the examiners of the CTA Instrument were, he said:

One doesn't know.

4.2.8.5 The examiners

Most of the educators said that the examiners of the CTA Instrument should be demystified. They said that if the examiners were made known to schools, the Grade 9 educators would have some indication of whether they had the knowledge of what school-based assessment constituted in order for them to set the CTA Instrument appropriately. Educator I elaborated on the examiners of the CTA Instrument as follows:

I don't know that person's standard. I don't know if that person teaches Grade 9. It is another problem. Someone or the person who sets it does not know the Grade 9 learner nor has taught Grade 9 pre-1994. I've taught Grade 9 for 30 years pre-1994 but that does not mean that I know the Grade 9 learner post-1994, in 2004, 10 years down the line.

On the issue of the composition of the examination panel for setting the CTA Instrument, a provincial assessment official commented as follows:

One person from each provincial education department in the country formed the panel of examiners for the CTA. No Grade 9 educators were involved.

Many educators said that if Grade 9 public school educators were involved in the setting of the examinations; this information would give them more confidence that the CTA Instrument would incorporate many aspects of work done during the year as a requirement for the 75 percent school-based assessment. For this reason, they were emphatic that they should know whether Grade 9 public school educators were involved or not in the setting of the CTA Instrument. They said that this information would allay their fears about the relevance of the external assessment tool to sample learner achievement. However, all the educators in the study confirmed that they were not involved in the process. Their non-involvement, not knowing whether Grade 9 educators were part of the process, and the suspicion that consultants might have set the CTA Instrument, led to their dismay, lack of confidence and negative perceptions about the CTA Instrument.

4.2.8.6 The twenty five (25) percent weighting

Some educators expressed their discontent with the 25 percent overall weighting for the external examination and were concerned that it may have a negative impact on performance. This further complicated matters in schools. Educator H said:

*I don't think it's fair in terms of the amount of work done year after year.
It's not fair!*

An SMT member, Educator C, corroborated this evidence. She said:

It's so difficult when learners know this is just 25 percent, and I have covered 75 percent of the work, so why must I work towards the 25 percent?

The same educator made the following remarks to highlight the problem:

At times at district level meeting... teachers complain about the fact that learners know the weighting is 25 percent and therefore, they refuse to do certain tasks where the CTA's are concerned.

Educator B from a township school said:

I just think too much emphasis is placed on it and for so little marks.

The same educator remarked as follows:

The 25 percent overall weighting negatively influenced learners' attitude to the CTA Instrument. The mark allocation was poor and it de-motivated the learners.

Many educators from the participating schools confirmed that the 25 percent weighting for the CTA Instrument was unrealistic and impractical for the amount of work and effort it required of educators and learners. Educators from both urban and township schools lamented that the CTA Instrument put them under tremendous pressure for so few marks. This, they said, had a negative impact on learner involvement and participation in the activities. Many educators wanted a better weighting than this.

4.2.9 Standard of tasks

The standard and quality of the tasks impacted on learner participation and management. Some of the concerns emanating from this issue are presented in this section.

4.2.9.1 Low standard for English Primary language

The majority of the educators interviewed said that the summative tasks in Section B were not the appropriate level for Grade 9 English Primary language learners. On this issue, Educator F said:

I just found that it was dramatically easy.

Educator J from another urban school said:

No challenges in Section B. It was simple.

Many of the educators stated that they found that the level of tasks did not match the abilities of the majority of English Primary language speakers in urban schools. They said it was way too low.

4.2.9.2 Standard was high for second language English speakers

In a participant township school in particular, which did not have a library the educators maintained that the standard of the tasks for Section A and B were high for their learners. Educator B who taught a majority of black learners who were second language English speakers said:

In terms of this particular CTA, I felt it was way above their level. We are saying this is the common task for assessment, in terms of other schools they could have carried out research. They have enough books and so on. I felt I was doing all the work...for the kids because of our particular background.

An SMT member, Educator C said:

At times it is not up to standard. The level is not of standard. It's either too high or too low.

Many of the educators in the township schools were unhappy with the standard of the CTA Instrument for their learners. They argued that it was generally high for the majority of their second language English speakers. They said this adversely affected their performance.

4.2.10 Learners

Grade 9 learners presented numerous problems to SMTs during the implementation period. Some of the problems they had to contend with are presented in this section.

4.2.10.1 Poor attitude

Many of the educators expressed their dissatisfaction with the learners' poor attitude to the CTA Instrument. They said that learners did not take the CTA Instrument seriously. Educator H said:

I guess they got to a stage when they came and they said please could we do anything except the CTA. We said there's nothing else to do other than the CTA and if the CTA's are finished you would be in Grade 10 and you could then progress from there.

4.2.10.2 Absenteeism

Irregular attendance of a large number of Grade 9's for trivial excuses was problematic for effective implementation. Educator C who was an SMT member explained this problem as follows:

...we have an absentee problem...many learners are not at school.

4.2.10.3 Culture of indolence

Some educators complained about the laziness and poor work ethics of the learners in their schools. In one particular school, Educator A expressed his frustrations on this issue in the following way:

I experienced many problems especially with learners. Our learners have this culture of indolence. They are lazy. They do not work and when you give them a task to do, when you give them assignment work, you find that

they are not forthcoming... But they are lazy. The culture of our learners is appalling.

The educators said that the culture of indolence resulted in many learners not doing their work conscientiously. They lacked interest in studying. Educators conceded that this had a negative impact on the implementation of the CTA Instrument and the overall results of the schools.

4.2.10.4 Poor commitment

Many learners' poor commitment to school work was a serious challenge which hindered the teaching and learning process. On the quality of learners' work in the CTA Instrument, Educator H from an urban school, said:

And there were some learners who didn't care... they didn't even bother to bring blank paper... I handed out blank paper ...they made a mess on it so they tore a piece out of another book and did a quick pencil drawing and gave it in.

When this educator was asked to comment on why learners showed poor commitment, she said:

They didn't know what to study. I mean we have done all these things but they don't study. They don't know what to emphasise. They don't believe actually, that studying is part of OBE. That's one of the things really.

Unsatisfactory work ethics and their misconceptions about *OBE* contributed to their poor commitment and performance in the CTA Instrument.

4.2.10.5 Socio-economic background

Almost all the educators expressed their frustration that the compilers of the CTA Instrument hardly considered the socio-economic backgrounds of the majority of previously disadvantaged learners in township schools in terms of access to teaching and learning resources. They said that the compilers

focused poorly on such factors that aggravated the difficulties they faced. Educator B explained the impact of this problem as follows:

The negatives are that the majority of our learners come from very poverty stricken and socio-economic backgrounds and they are not aware of what a tourist brochure is; apart from the names that I've given them, the landmarks and locations I've been giving them to use to design this brochure. It was a saddening factor that they used only what I had given them. They didn't explore other avenues further. So that is the sad part, knowing that they come from that kind of socio-economic background. They didn't know. That is the negative about it.

Many of the educators said that the majority of learners who came from economically depressed backgrounds knew little about tourism, as they were not exposed to it. They relied totally on the educator for tourist information. Many learners could not explore to find information on their own because there were no libraries in their schools and in the areas in which they lived.

4.2.11 Implementation

The administration and implementation of the CTA Instrument in the schools were different. Many problems affected its smooth implementation. Some of them are presented in this section.

4.2.11.1 Inadequate time for preparation

Some educators said that the time allocated for the preparation of the implementation of the CTA Instrument was inadequate. In this regard, Educator F, an SMT member said:

When the CTA's arrived we hadn't prepared. They were badly done and there were errors in them; there were missing pages and we had to try and scramble to get them.

A cluster leader, Educator I, from a public school said:

I think the CTA is like a holy document that blew up into the school unexpectedly in the fourth term ...

Many educators did not have enough time to prepare for proper implementation of the CTA Instrument because its introduction to schools was poorly planned by the department.

4.2.11.2 Implementation plans

In some schools their implementation plans did not work because they allocated insufficient time to this activity. This resulted in poor planning which influenced implementation. Educator A said:

***Yes. I had a plan but practically it didn't go according to my plan.
Learners are slow or they lack the resources ...others are going to search for what is required. Still you find that the time needs to be extended.***

Many of the educators said that insufficient time frames, uncertainty about the teaching and learning programme, and poor communication affected the roll-out of their implementation plans.

4.2.11.3 Quality of implementation

The quality of implementation of the CTA Instrument varied considerably from school to school. Educator C said:

It ran more smoothly than when it started and we encountered some problems.

On the quality of implementation of the CTA Instrument at her school, Educator G said:

I will give it 5 out of 5 for implementation.

On the guidelines that they received for implementation by the department, Educator H said:

I also think that the teachers mustn't think this is the only way to implement, even though they explain everything in detail; there is no way that every teacher in every school can implement it this way.

An SMT member, Educator E, corroborated the responses from others on the implementation of the CTA Instrument as follows:

The way in which OBE is implemented in different schools, the way in which assessments are done, the number of assessments that are required, vary ...it seems as though the quality, as it were, is different from school to school. There's a vast difference in terms of quality. I would think that everybody's understanding of OBE and ... some aspects of the implementation is not all the same.

Educators from township schools who did not have their own members representing them at cluster meetings experienced more problems than their counterparts from urban schools who had active representatives. The active representatives provided constructive feedback, organised instructional support and addressed Grade 9 educators' queries with solutions. Thus, the standard of implementation of the CTA Instrument was not the same in all schools. It varied from good to poor.

4.2.11.4 Large class sizes

Large educator to learner ratios in many schools impacted negatively on the nature of teaching and learning and overall implementation. Educator I expressed his views as follows:

I mean if you have a class of 120 kids in some township schools how are you going to have a class discussion of 15 minutes? It doesn't work! How are you going to have group discussions? And they have to work together to find definitions for things! It's impossible!

4.2.12 Training and development

Although many SMT members did not have sufficient training, they tried hard to roll out their management plans to the best of their abilities. Most of the educators interviewed generally expressed the desire for more hands-on training for improving the quality of their classroom practices in *OBE*. Educator A expressed his opinion as follows:

I believe that we still need more training. With more training we will improve.

Educator B explained the lack of adequate training in this way:

I think it can be very subjective in terms of things not happening at other school, everybody is not practicing what is expected...in terms of the lack of training and so on, I still feel we have a long way to go.

Other challenges related to district and school training and development are presented in this section.

4.2.12.1 Problems with district training

Almost all the educators interviewed stated that they attended the training sessions and workshops conducted by districts at various times. However, from their responses, it could be summed up that the quality and standard of training they received was poor and it varied from district to district and from one province to another. Some of the problems they experienced are highlighted here.

Training was superficial and introductory in nature. Most of the educators stated that district training scratched the surface of the real thing. Educator A summed up district training as follows:

Very superficial...I went to the workshops 4 or 5 times only to find even the facilitators there were also not giving us enough information, so that we know practically, this is what to do.

On the same issue, Educator B said:

Every time we go for the CTA meeting, it is just the portfolios are due on a certain day; bring a sample or something. There is no training whatsoever!

Educator F, from a former model C school put it in the following way:

I have gone on every single course that they had. All the courses that they had, I have been to, every one of them on OBE. Lot of them was very

introductory in nature. What is OBE? How should one do it? Very superficial kind of thing!

Training was not based on activities linked to classroom realities. All the educators indicated that training was of a theoretical nature. No practical or hands-on training was given to them. An SMT member, Educator E, expressed his views on the training he received as follows:

At those meetings much of it was very theoretical. The people spoke about different aspects of OBE and how they envisage OBE to be implemented and how it was being implemented in other countries. One day was used for separating us into different learning areas and the facilitators there gave us examples of how to implement OBE in a particular learning area, for example what types of preparation to be done from the swot analysis, all the way discussing the ACs and SOs and that kind of thing.

On the nature of training that they received, Educator D said:

...it was too abstract...couldn't really come to grips with much of what was happening.

The training sessions were the cause of educators suffering from information overload and burn-out. They conceded that large amounts of factual and superfluous information saturated them. They had to sift through the information to find answers. They said they were overwhelmed and ended up saturated with new information. They received literature that was highly academic and text-bound in nature and thus it was problematic for quick skim reading and proper understanding for successful application of new concepts in the classroom. Educator E responded to the information overload as follows:

It was a whole lot of information in seven days. It was a bit too much to handle because it was just too theoretical for me. It was too abstract. Couldn't really come to grips with much of what was happening because it was so new you know, as a concept, and all these new words and terms and we couldn't get to grips with all these things the facilitators were talking

about. So when we got back to school we had to try and make some sense of it ourselves.

The poor knowledge of many facilitators who trained them damped their spirits and enthusiasm. Many of the educators expressed their disappointment and discontent at the unsatisfactory competence displayed by facilitators from their districts. Educator E said:

...and the most common phrase that I heard during that time is “we don’t have all the answers. You have to go and you have to try it out and you have to see how it works.”

The researcher cross-checked these findings with an SMT member from another participant school, Educator C, who corroborated this evidence. She said:

The problem is the facilitator for OBE was not au fait with much...

Cluster meetings were dysfunctional in most districts. These meetings are meant to help educators address their teaching and learning problems in *OBE*. Most of the educators pointed out that they did not attend these meetings anymore because they were dysfunctional. Educator F summed up the problem as follows:

I think in other districts it’s not even done ... they said they haven’t been to one meeting the whole year. That was in the beginning of June. It’s not done at all.

A lack of cluster level meetings for common understanding, planning purposes and information sharing were highly problematic for many schools.

4.2.12.2 Problems with school training

Most of the educators conceded that there is no systematic and sustainable professional development at school. Educator D expressed her views on this issue as follows:

Formal training as such, at school level, no! There’s no training

In terms of professional development that he received at school, Educator A from another school emphatically said:

Nothing. No training at all!

An SMT member from an urban school, Educator J said:

Yes, I went for training but I paid for this out of my own money. It was not part of school training at all. It was my own initiative.

It was evident that systematic professional development for enhancing educators' professional competencies was inadequate in many schools. As a result, some educators went to Higher Education institutions for additional training in order to improve their competence.

4.2.13 Managing the implementation

During their work, SMTs experienced numerous challenges that prevented them from carrying out their responsibilities in an effective manner. Some of the problems are highlighted in this section.

4.2.13.1 Decision-making and delegation

Decision-making and delegation varied from school to school. Some educators expressed their dissatisfaction with the way SMT members' delegated tasks and implemented decisions. Decision-making and delegation were simply passed on to inexperienced educators in their particular schools. They did not know how to deal with these tasks. They said they were afraid to make important decisions affecting schooling on their own. They said this situation created tensions between themselves and the SMTs. On this issue, Educator B expressed her sentiments as follows:

He leaves the decision- making solely in our hands.

When she was questioned on the degree of SMTs involvement in delegation and decision-making in school, she said:

Nothing at all!

In this regard, the educators said that they needed tremendous support for dealing with such powers, as well as coping with the additional responsibilities that were delegated to them with little consideration. Many educators, particularly, from the township schools said that the way in which delegation was done it was as though the SMTs were relinquishing their duties.

4.2.13.2 Management and leadership

The SMTs in all the participant schools exhibited different management styles and leadership forms. This influenced their effectiveness and efficiency in managing the CTA Instrument and providing good leadership to Grade 9 educators for successfully implementing the national imperative.

Educator A described his principal's management and style as follows:

I would say a laissez-faire style because our manager has confidence in us as educators. He believes that we are professionals. We know our tasks and we have to perform them.

Educator C, an SMT member from the same school, verified and confirmed this evidence. She said:

What we tend to do is allow each one to do as he pleases and at times it can be problematic.

From another school, Educator F said:

I would say definitely participative, in a sense that people who want to run with things must carry it through. It is not interfered with. But in another sense, I would say autocratic. Certainly we want to produce certain results like in Grade 10, but we are not actually achieving it, so we have to make some changes in Grade 9 in the early section of the year in order to maybe get them into a different sort of style for the future because when they get to Grade 10 it's like everything is falling to pieces.

Addressing the question of the consequences of poor management and leadership for the school, Educator C summed up her comments as follows:

If the principal is not firm, if the principal does not have a certain style,

whatever he does or says, teachers wouldn't go by it...they wouldn't respect him.

Educator C shared her views on how to improve education management and leadership in school. She said:

The principal should have control. He must take control as head of the school and he needs to conduct the meetings with the teachers...he needs to take the lead or allow his deputy principal to do so.

In the participant schools with poor management and leadership, it was evident that staff members were apathetic, de-motivated, uninterested and showed little respect for management decisions and instructions.

4.2.13.3 Management processes

The management processes for implementing the CTA Instrument varied from school to school. At one school an SMT member, Educator E, explained the process as follows:

Each Grade head, together with his or her team, got together and looked through the CTA Section A and they together worked out how many periods will be needed to implement it. The time frames were given. But in terms of each different aspect of that CTA Section A, I believe the entire team discussed it and each head of department put down his policy implementation as it were, and all the heads of departments had a meeting and they worked out the entire programme for four or five weeks and they drew up a separate timetable for that particular period of time.

Another educator shared his views on how the process of planning for the CTA Instrument was done at his particular school. Educator J said:

Management team gets together from all the learning areas. A timetable is constructed according to their needs. This is given back to the subject teachers for comments. It was okay. It was implemented.

In some schools, Grade heads and their teams got together and put the time table for the CTA Instrument together while at other schools the SMTs constructed and finalised them.

4.2.13.4 Management systems

Most of the schools' management systems were based on hierarchical line function management. This indicated that instructions flowed from the principal to the middle managers and finally to the educators at classroom level. The system of top-down management varied from school to school. In terms of information seeking and communication at one school, Educator D said:

It went via my head of department. I would then advise him. If it is self-explanatory then I wouldn't need assistance. But last year there was a new circular in terms of our requirements for our portfolios work and our assessment criteria. I have been briefed by my deputy principal in terms of the understanding and whatever the requirements are.

There was evidence of a system for managing the provincial circulars. Most of the educators indicated that they received the circulars pertaining to the CTA Instrument. Educator F explained the process her school followed for circulars:

What happens is they get copied out ... we receive them maybe one or two days later.

In terms of interpreting and implementing directives in the circulars, some educators received support from their Grade 9 facilitators. Others struggled and simply interpreted them by themselves as they thought best. At one school, Educator F described the process they followed:

We got a facilitator. We discuss what has to be done. If anybody has problems we can go through to the facilitator and ask but it seems there were no problems really!

4.2.13.5 Management of learners' records

All the schools in the study used the mark book system for recording learners' marks. Educator F, from an urban school said:

The same mark book and the same system were used. There was nothing new.

In addition they had to complete the composite mark sheets for the districts. Many Grade 9 educators who had insufficient computer skills had to capture the data on the mark sheet by themselves. They received little support in this regard. In some schools without computers, the educators said that they had to painstakingly fill in marks for 300 to 400 learners.

4.2.13.6 Management responsibilities

Management roles and responsibilities in particular were not clearly defined in some of the schools in the sample. In these schools SMT members were vague about their duties and responsibilities whilst at the other schools they carefully articulated their key performance areas in terms of curricular and extra curricular activities agreed upon between themselves and the principal.

Educator F, an SMT member from an urban school, described her responsibilities as follows:

Basically, supervising all the remedial things that are done, having a look at all the term plans and seeing that everything is going to be covered in the correct kind of way. If there are any problems, see what we are going to do about these, try to establish why there are so many failures and doing something about those failures as well; checking their marks seeing that they have calculated their marks correctly, moderation of exam and of oral marks and checking exam papers.

There was evidence of some SMT members performing their roles with competence in the participant schools whilst others were experiencing some problems because they had limited understanding of what their various roles entailed.

4.2.13.7 Management plans

There was no common understanding of what a management plan entailed for the English CTA Instrument amongst most of the SMT members. Only one of the four schools completed the management plans and sent them to the district office for approval to implement. Educator F produced a copy of the plan and confirmed this evidence as follows:

Yes. We did it in every single language. At that stage we were doing Zulu. We had an English one, an Afrikaans one, a Zulu one and all the materials; what basis we were going to use the materials and the extra information we were going to use to support the whole CTA. We did everything for it.

Educator J, another SMT member from another school said:

No management plan was developed. No management plan was sent to the district. I am not aware of this request.

Another SMT member, Educator C said:

Our management plan is just like an exam timetable; we would submit a normal exam timetable as a management plan.

It was apparent that many schools did not fully understand that they had to develop management plans and to submit them to their districts. Some SMTs confused the end of the year examination timetables with the management plans.

4.2.13.8 Meetings

Some of the schools did not have formal meetings to manage and co-ordinate the implementation of the CTA Instrument properly. Hence, there were no minutes to check what decisions and processes for effective and efficient implementation of the CTA Instrument at school were agreed upon.

Educator B from a township school said:

We don't have formal meetings. We didn't have formal meetings at all. But we had informal discussions and feedback.

On the contrary, Educator G from another school said:

We have regular English meetings in the English Department. It's a fantastic network.

On the question of whether there were specific meetings for the CTA Instrument in school; Educator G expressed herself in the following way:

Every morning, everyday we had a staff meeting for 15 minutes during that period. And the CTAs were the issue at these meetings.

It became apparent that some schools were conducting regular meetings while in other schools informal feedbacks and casual discussions were the order of the day.

4.2.13.9 Supervision and support

The degree of support and supervision from management teams to Grade 9 educators varied from school to school. At two of the schools, SMT members supervised and supported Grade 9 educators adequately because they set aside time to do this. In this regard, Educator F who was an SMT member said:

Yes, absolutely... at that time we were doing the CTA and Grade 12 exams as well. I had much more time available. As Grade 12's were not coming to school, the Grade 12's were getting less and the Grade 9's were getting more. So I actually had time available.

In order to corroborate this evidence, Educator G from the same school confirmed this as follows:

I got 100 percent support from her. She was never too busy to help...she would come for anything, for assessing and preparing whatever, or setting exams...anything.

The researcher verified the evidence with another SMT member, who corroborated this evidence. Educator E explained how he supported educators at his particular school. He said:

I mean I have had people coming to me during the course of the year with things like their record keeping, mark book how to structure it. They weren't sure about their percentage weighting and things like that. As I said, lots of them came up to me for technical kind of matters.

With reference to support from her deputy principal, Educator D said:

He assists me more with my administrative aspects in terms of Grade 9, the document that needs to be handed in for Grade 9 registration and so on.

At one particular school, management support to educators during the implementation of the CTA Instrument was poor. Two educators from this school expressed their opinions on this issue.

Educator A said:

Truly speaking there was no support given at all. Even from the deputy principal. Apparently also the deputy principal, etcetera were not well trained in OBE. And maybe it was also the lack of fetching of information maybe by the head or deputy principal. Because I believe that information is there, but you need to search for it and give it to those who are under you.

This evidence was confirmed by Educator B who said:

My head of department, in terms of languages, concentrates only on Afrikaans...and we have to get through it no matter what. She says if we require help we must refer to the district but the district is not forthcoming in terms of any help.

While there was evidence of adequate supervision and support for a few educators by SMTs in some schools this was not clearly visible in others.

4.2.13.10 Class visits

In one township school in particular, class-visits were rare. Educator A described his experience as follows:

No there were no class visits even by my head of department.

At another school, Educator F, an SMT member, explained what she did during class visits.

I would look at the daily activities. After, we made our management plan and we all decided that was correct and that's how we are doing it and everybody agreed. I would be coming to see them more frequently to see where are we up to here, why are we not up to here and how it had been marked, because its difficult on a daily basis if one is managing and you have got to do your own as well, and you have to come there and see what is actually being done.

An SMT member of an urban school said during class visits it became apparent that Grade 9 educators were not coping with assessments. In other schools, class visits were not clearly evident resulting in many Grade 9 educators struggling to cope with their work, and assessment, in particular.

4.2.13.11 Registration of Grade 9 learners

All the Grade 9 learners had to be registered to write the final examinations. Special registration forms were issued to every learner to complete their personal details and return them to school. Educator D said:

In terms of the registration forms, processing, etcetera, our biggest problem, which may sound a bit strange, was actually getting parents to sign the forms and handing the forms in on time to us.

4.2.13.12 Administration and control

The management of the CTA Instrument entailed a great deal of administrative work, such as writing memoranda, collection of materials, counting them, photocopying them if they were in short supply and issuing them for classroom implementation. Educator E described his experience as follows:

We had to ensure that they administered and controlled the examinations properly, collected the scripts and marked them.

Educator F said:

Spent a great deal of time showing them how to organise their mark books, and composite schedules...had to check the mark computations for correctness, redo mark sheets if they wrong...show them how to organise portfolios, keeping records, filing documents, writing letters, etcetera.

4.2.13.13 Moderation

SMTs had to conduct an internal moderation of scripts to standardise practices. One educator, Educator F, explained how this was done.

Yes, we moderated some of the marking...to check if the marking was done properly. We looked for omission, checked if teachers allocated marks fairly and verified the totals.

4.2.13.14 Management and governance

In some schools, co-operative governance was ineffective. There was poor co-operation between the principal, SMT, parents and the governing body. At another particular school, some governing body members demonstrated poor commitment to their work and were inefficient. Educator E said:

In some instances, the principal and chairperson of the governing body didn't agree on issues relating to school work. This often results in tension and the working relationship between them suffers. It affects us. In many

instances, attendance at governing body meetings is poor. Sometimes a couple of the members regularly don't attend meeting... always giving excuses. The meetings are like talk shows, we tell them our problems and even suggest how they can go about helping us... they say yes, we will try to address the issues, we will contact this person and we will organise that for you, and so on, but at the end of the day we don't see things changing. Everything remains the same... what's the use... I suppose it boils down to commitment and competence.

Educator E described his experience as follows:

Sometimes I notice that it's a huge problem to convince the governing body that the school needs a library ...they know we don't have a library but they try to persuade us to keep on doing our work as we did in the past. They don't want to take a decision on this and stand by it. It seems they want us to do everything for them. It seems they are not interested in helping us make improvements, they are simply happy to occupy positions, take credit for what we do. They do very little for us.

4.2.13.15 Time management

One SMT member said that she was so overloaded with work that she could not manage everything she was supposed to do. Very often, she fell behind and neglected some of her responsibilities.

Educator C said:

Because the principal has a laissez-faire attitude to school management I had to take on the added burden of overseeing everything that he does not do. This is difficult for me as I have to teach and supervise my teachers... so there is not enough time to do everything.

4.2.13.16 Communication

Grade 9 educators and SMT members experienced problems with internal communications in school. Educator A said:

We wait for information it never comes. We just waited and waited until we got frustrated and started doing things our way. There was no formal communication whatsoever. Informal communication... to get to know the right way of doing things also did not work well for me, as they ended up saying to me, "We don't know what we are supposed to actually do, so we can't give you much information."

4.2.13.17 Productivity

Some SMT members complained that they were involved in numerous unplanned activities which decreased their productivity during the implementation. An SMT member, Educator E said:

You are suddenly called to the office and told to attend to this and attend to that. There is no consideration for what I have planned to do with my subordinates for the day. Even if I said to him I have planned an important meeting with my teachers, he wouldn't listen ... he would just tell me to go and solve the problem because it is urgent.

4.2.13.18 Commitment and attitude

Some SMT members showed little commitment to the management of the CTA Instrument in school. They demonstrated a lack of interest and poor attitude during the implementation. Educator B said:

While we were busy trying to interpret the Teacher's Guide and trying to make sense of things, my head of department and her colleagues were busy... reading magazines in their room, relaxing and doing just about everything else but to help us with our problems. They just wiled away their time.

4.2.14 Management challenges

Some of the management problems which emerged during the implementation period are presented in this section.

4.2.14.1 Poor quality of teaching and learning

The Grade 9 educators faced numerous challenges such as time constraints during teaching and learning in Section A. Educator E said:

I thought some of the teachers actually got caught up with Section A...time constraints being one of them, didn't manage to do too good a job with Section A that in turn affected Section B.

4.2.14.2 Learner absenteeism

The high rate of learners staying away from school on a daily basis during the implementation of the CTA Instrument posed a serious challenge to effective management. Educator E said:

Some of the problems are linked to pupil absenteeism. It's very difficult to keep control over the various pieces of assessments that had to be handed in... and because of the high rate of absenteeism...Here I found the absentee rate very high.

Educator J said:

Learners travel from Vosloorus and Tembisa. They have to take the train and then have to catch a taxi to get to the bus that brings them to this area. Most of the time learners are late or don't bother to pitch up because of lots of reasons like financial problems they are experiencing to come to school.

4.2.14.3 Large workloads

In most of the participant schools, educators had to cope with large volumes of work. This slowed down the educators and it affected management practices. Educator E from one township school said:

Many of these teachers are teaching like seven or eight classes in Grade 9 looking at over 200 pupils. They found it extremely challenging to keep up with those who hadn't handed in assignments and things of that nature. So many of them found they were very rushed. This put tremendous pressure on them, apart from the pupils...they could see the effect of that when it came to pupils' performance in Section B.

4.2.14.4 Poor involvement and commitment

All the educators in general conceded that many learners displayed apathy, poor co-operation and participation in schoolwork during the implementation of the CTA Instrument. Educator E said:

With the implementation of OBE, teachers expect learners to become involved in simple things like they could help in making models whatever. While in certain schools you find teachers have no problems with pupils getting hold of certain items whatever. Here it does become a significant problem...keeping track of them and those who haven't done their work and haven't done their projects becomes a lot more tiresome.

Educator A, from another school said:

We ended up doing the task together with them in class. Even if you give them homework it is not done and you end up doing it for them in class.

A large numbers of learners who did not do their work or handing them in timeously, posed an obstacle to effective and efficient management. This problem resulted in gaps against learners' names in the mark-sheets. This problem slowed down the work of educators. Educator F from another school said:

Learners not handing in work and this kind of thing and there is a lot of it where teachers fall down and I just actually think it is the duty of the teachers to get that work in; for example, did you fail a child because X,Y and Z weren't handed in? Otherwise there is no mark here, there and everywhere ... only when you have these gaps you know as a teacher you must come and fix these gaps. You cannot have those gaps.

4.2.14.5 Large educator to learner ratios

The majority of the schools had high educator to learner ratios. The average ratio was 1 to 41. Classroom management was problematic. Many learners displayed bad behaviour and often disrupted class work. This was an obstacle to smooth management and maintaining good discipline in schools. Educator E expressed his opinion as follows:

I find for example, teachers here teach a lot more pupils than maybe at an ex-model C school. A helluva lot more. The class educator to learner ratio in my school is over 40. This can lead to disciplinary problems which at times can go out of hand.

Educator A said:

We have a lot of learners in our classes more than the requirement because our school is the nearest. Even though it is so far away from their townships, they come here because they want education.

4.2.14.6 Staff instability and absenteeism

The lack of a full staff complement in school during the implementation period hampered good management of the CTA Instrument. On this matter, Educator E said:

Other things also impacting on this here is the stability of staff. Take Grade 9 Afrikaans for example. We have a teacher employed by the SGB. She taught for a few months. Attendance was very erratic. Suddenly stopped coming to school for a week or so; we assumed that she was absent and she

will come back a week after. Hadn't telephoned... We heard from other people that she's not coming back which means that two or three weeks have gone by and we don't have a teacher and now we are trying to employ another teacher and it is so difficult to get a teacher. These teachers not being employed by the department, we don't know whether they are going to work for one week or two months.

Educator C said:

...every day educators are not in school, I don't know what the problem is but it's affecting the school.

The erratic attendance of some Grade 9 educators and not having a full staff establishment in many of the participant schools were obstacles to effective management of the CTA instrument.

4.2.14.7 Administrative and registration problems

A large number of problems relating to the registration process were a hindrance to management effectiveness. Educator E who was responsible for this task in his school said:

But to actually get the forms home, getting parents to sign it and getting it back to school was the biggest challenge. After quite some time pulling them out of class and reminding them to bring the forms.

On this issue, the same SMT member said:

...the other part is most of them don't live with their parents. Some of them have a genuine problem. They may see their parents once a month or once in two months, if their parents live in Limpopo or Northern Natal or something of that sort. Many of them live with their grandparents; some of them can't even sign their names. Some of them live with just their brothers or sisters ...Postal addresses provided a big problem. Quite a number of pupils don't have an actual postal address. Many of them get some mail through wherever their parents work. Telephone numbers and telephone

contact details is generally a problem with lots of them not actually having access to telephones. The other thing that I can remember that did give us a problem was getting copies of their ID. I would say between 10 and 20 percent didn't have a copy of the ID. The most common reason was their parent has it and their parents are out of the province.

Educator J from an urban school said:

It was checking, checking and more checking all the time.

Learners' parents who do not reside in the geographic feeder areas of the schools created a major problem because SMTs were unable to reach them in order to obtain information from them which was required for the registration of Grade 9's for the CTA Instrument. Learners of such parents were living with guardians and relatives who did not have the necessary information to supply the school. This was a serious challenge for management and it impeded their progress.

4.2.14.8 Errors in registration forms

All the SMT members in the study indicated that there were numerous errors in the registration forms they received from the district. This was highly problematic for them to deal with in the short time frame which was available for verification of information. Thus it hampered their progress. Educator E said:

We had 32 corrections we had to make when it came back from the district office. The biggest problem was the date of birth was incorrect. Most of the date of birth that was incorrect was indicated as the same date of birth. I don't know if it was a computer problem or whatever. All had the same incorrect date of birth. There were a few with the spelling of names and one or two minor corrections we had to make.

4.2.14.9 Moderation by districts

Most of the educators interviewed stated that moderation of the performance of learners at the district was not done properly. The poor procedures that were implemented raised the anxieties of SMTs because they expected to see a change in the marks as their educators marked leniently. This posed a further challenge to them because they said that they were unsure of their educators' standard of marking and assessment practices compared to other educators from different schools in the district. It was thus evident that many of the SMTs were dissatisfied with the district moderation. On this issue, Educator C said:

It was a waste of time...we didn't moderate work or anything.

Educator B said:

As much as you are doing the work throughout the year, for me it's a whole new ball game and in terms of having the teachers' portfolio files being similar to the pupils' portfolio file. But I was stressing throughout the year and when we went for moderation they just looked at it, everything is in order, ok fine and you go. And we stressed throughout and in my case not knowing what to expect, so it was a very difficult year for me last year.

Education F from another school expressed her opinions as follows:

Nothing was changed. It was very superficial ...and we were told right, swop. You swop with somebody else and there is a checklist for you to say is that there, are the SOs there? Are the COs there? Do they have comments? They didn't even ask for our mark sheets.

When this educator was asked what she gained from her exposure to the process of district moderation, she said:

Nothing was actually achieved. But we learnt from it that moderation was not really a process. It was just checking. If you had crosses in certain places, if they hadn't done their things it made no difference to your marks.

Your marks remained the same. The marking as such wasn't even looked at. Is there a rubric? Yes there is. Is there a mark? Yes there is.

The researcher verified this evidence with Educator E from a township school who corroborated it. He also expressed his dissatisfaction with district moderation. He said:

I thought before they took it there, there would be some sort of adjustment whatever because I felt those marks were very low. I was especially interested in the Math and Science and those didn't change.

One of the many challenges management had to face was unsatisfactory moderation practices by districts.

4.2.15 Learner performance

Generally most of the educators interviewed expressed their anxieties and concerns on the abilities and poor quality of learner performance in the CTA Instrument. Educator C summed this up as follows:

...knowing that the CTA is 25 percent only, learners don't give of their best.

Some of the challenges that management faced are highlighted in this section.

4.2.15.1 Low achievement

At one particular township school where performance was low it was established that the poverty rate was high amongst the learners. Educator D said:

In terms of dedication I would say 60 percent, and in terms of academic performance around 40 percent. They are struggling. I will be honest with you.

4.2.15.2 Performance was better in Section A

Most of the educators said that learners performed better in Section A than in Section B. They said that they performed better in Section A because it was done during the normal teaching and learning programme and in many instances they were given additional time to complete their work at home. Educator D tried to explain the reasons for their poor performance in Section B in the following way:

They didn't do very well because of the concepts and structure of the questions themselves. They had problems understanding the questions; no problems understanding the poem. ... I guess with any child when they know it's a test they get nervous. So that's one of the factors that stressed them and confused them as well. They can't differentiate between a simile - like, as - metaphors. They get confused there.

The researcher verified this evidence in order to corroborate the findings with Educator J who was an SMT member. He said:

Some learners had no clue as to what was going on. From others we had brilliant work!

Some learners did not finish their schoolwork for Section A in preparation for the examination component of Section B. In this regard, Educator A from a township school said:

...some of the tasks were not completed from the very beginning. So it was difficult. So they didn't do well when it came to the summative component.

Some educators stated that examinations made learners nervous which impacted on their performance. Educator F from an urban school said:

I find that exams are poorly done generally even by the good learners. Very poorly done!

4.2.15.3 Overall failures

All the participant schools had some learners who failed. On the question of overall failures in 2003, Educator F from an urban school remarked as follows:

... I just analysed the results for term 4 because we just finished the calculations and marking whatever and I see there are 16 failures for Grade 9 out of 173 ... And I see 16 which is about 10 percent.

Educator C said:

Last year they did badly in it as well...we actually had more than the previous year.

Educator C also expressed her dissatisfaction with the district's intervention to condone many learners who had not been recommended for condonation by the school's condonation committee. She commented as follows:

...we had to push them through because the district indicated to us that we aren't allowed to fail learners...we had to condone a lot of learners. Most of those who failed were actually condoned.

The SMT members from the township schools indicated that their overall pass rate was increased because they made every effort not to fail learners unnecessarily. They said that they marked up rather than marked down learners. Despite this, many of them failed the examination. In the main, many of the learners who performed badly received condoned passes.

4.2.15.4 Consistency of performance

Most of the educators agreed that learners' performances were consistent with their abilities.

Educator F said:

It was consistent, absolutely consistent. There were no surprises at all!

4.2.15.5 Quality of performance

Many educators expressed their concerns on the quality and standard of performance. They felt that it was declining. On this issue, Educator H said:

I taught English in Grade 9 since I started teaching. They are learners who are in Grade 10 who I taught for English who I really thought should not be in Grade 10 this year. But they passed Grade 9 because of what was in the CTA because of the amount of group work and, as I say, in Section B its in the rubric that if they were able to write English relatively coherently, they would pass the CTA and, as I say, there was a problem in Grade 10 this year where many of the learners failed English in the first term because they shouldn't really be in Grade 10.

4.2.15.6 Impact of the CTA Instrument on performance

Most of the educators from the participant schools agreed that the CTA Instrument in general hardly had a significant impact on increasing learners' performance. In this regard, Educator E, an SMT member from one particular school said:

I have seen it didn't actually impact on pupils' performance. From the marks that I looked at, it was a factor that actually brought down their marks. They had scored better marks in the assessments done during the year.

In sum, from the above analysis and presentation of findings, it was evident that factors, such as problems with regard to assessment, limited resources, socio-economic background of learners, poor commitment, lack of adequate training of Grade 9 educators and SMTs, poor management and leadership practices, management problems, and poor learner performance in the main, largely impacted on the management and implementation of the CTA Instrument in many schools.

4.3 Conclusion

In this chapter the researcher analysed, interpreted and presented the large volume of data collected in a cogent way. The educators' points of view were cross-checked and verified with SMT members for corroboration of the evidence. From the analysis and interpretation of findings, a rich tapestry of interwoven and integrated information emerged from their real life experiences. In the next chapter, a summary and discussion of the main findings, conclusions and recommendations for improvement are presented. In addition, limitations of the study are identified and suggestions of areas for future research are made.

Chapter 5: Discussion and summary of findings, conclusions and recommendations

5.1 Introduction

Chapter four dealt with the analysis and presentation of findings from interviews, according to the following main categories:

- understanding of policy and concepts
- positive and negative aspects of the CTA Instrument
- managing the implementation of the CTA Instrument
- training and development
- challenges management had to face
- learner performance

In this chapter, the researcher presents a discussion and summary of the main findings which emerged from the analysis and draws conclusions. Recommendations for improvement are made and limitations of the study are presented. Areas for further research are identified, and the conclusion with particular reference to the extent to which the researcher achieved the identified aim and objectives of the study, as set out in 1.4.1 and 1.4.2 in chapter one is provided.

5.2 Discussion and summary of the main findings

In this section, the researcher presents the summary and discussion of the findings under the following headings to ensure cohesiveness: understanding of policy and concepts, positive aspects of the CTA Instrument, negative aspects of the CTA Instrument, training and development, management and implementation of the CTA Instrument, management challenges, learner performance, impact of the CTA Instrument on overall performance, and impact of the CTA Instrument on management practices.

5.2.1 Understanding of policy and concepts

In this section, *OBE* and *C2005*, *CASS*, CTA Instrument and management are discussed.

5.2.1.1 *OBE* and *C2005*

There was a vast difference in how *OBE* was implemented in the various participant schools because the quality of educators' understanding of *OBE* and *C2005* varied from one school to another. Although some educators expressed a deep understanding of *OBE* and *C2005*, many of them were still experiencing problems with managing and applying *OBE* principles in classrooms. *OBE* and *C2005* increased their workloads. The *OBE* principle of learners learning at their own pace, for example, was highly problematic in schools that have high educator to learner ratios. Participants argued that this *OBE* principle was not practical for the large number of slow learners and it could not be implemented properly because the time allocated for completion of tasks in Section A was inadequate. This did not simultaneously permit slow learners to learn at their own pace and to complete their work timeously. Hence, this *OBE* principle was not appropriate to time-bound tasks.

5.2.1.2 CASS

Although most of the Grade 9 educators were applying CASS in their classrooms, many of them were, however, still struggling with the process of formative assessment. In many instances, they were still confusing the new way of assessment in *OBE* with the traditional method. This affected their record keeping and the management of assessment, which negatively impacted on the implementation of the CTA Instrument. It must be emphasised that educators must be able to assess learners formatively for implementation to be successful. In CASS, learners were regularly assessed against the criteria reflected in the Assessment Criteria of the chosen Specific Outcome. Assessment for the outcomes-based approach was relatively new for many educators. Therefore, they require more time and training to understand what to assess, who to assess, why to assess, when to assess, and how to assess.

5.2.1.3 The CTA Instrument

Many of the educators in the participant schools were looking superficially at the CTA Instrument, simply as a tool for external assessment and less on its embedded value as a detailed learning

programme from which to design their own for future teaching and learning. A lack of common sense in this regard impacts largely on their roles as learning programme developers and assessors, which they are expected to play according to Section 3(1)-(7) of the *Norms and Standards for Educators of 1997* (RSA, DoE. 1997(f)). However, the CTA Instrument is a good concept and remains a useful guide for planning and preparing learning programmes for English Primary language in Grade 9.

5.2.1.4 Management

Most, if not all the educators, understood what the term “management” meant in the context of implementing the CTA Instrument, and learner performance in particular. In general, many educators raised the concern that management in schools was minimised and downplayed as the most important catalyst, which created a positive influence on learners’ outputs and the quality of teaching and learning. Instead, in schools, the emphasis was directed away from management’s role to other factors, such as discipline, school safety, resources, and teaching and learning, amongst others, as important factors for improving performance.

5.2.2 Positive aspects of the CTA Instrument

Most of the educators interviewed acknowledged that the CTA Instrument has positive features. They saw the CTA Instrument as a complex tool for teaching and learning. They liked the comprehensive nature of its design. To some extent, they were relieved that the CTA Instrument acted in their favour because it decreased their workload to a certain extent of setting examination papers for the final examinations. They maintained that the CTA Instrument was a good concept for sampling learner achievement in the province. They liked the learner’s workbook. They thought the CTA Instrument was an appropriate tool for moderating teaching and learning, assessment, management and leadership practices in the province.

5.2.3 Negative aspects of the CTA Instrument

Most of the participant educators raised numerous negative aspects about the CTA Instrument. These aspects relate *inter alia*, to: the Programme Organisers and themes, formal letter in Section B, Section B was not relevant to A, microinvestigation, quality and standard of the CTA Instrument, different outcomes for Section A and B, poor attitude, commitment and demotivation of learners, limited resources, extra workload and low morale of educators, assessment, inadequate time allocation for Section A, insufficient preparation time for implementation, poor preparation of educators for implementation, quality of implementation, setting the CTA Instrument, bureaucracy and jargon, “Heal the World”, conflicting information, late arrival of mark sheets, group work, inadequate consultation amongst educators, individual work from learners, moderation by districts, and too much work for too little marks. These aspects are closely examined and discussed in detail, in this section.

5.2.3.1 Programme Organisers and themes

It was evident from the analysis that the Programme Organisers and themes for Grade 9 were found to be monotonous and boring because they were commonly used in the CTA Instruments of all the Learning Areas. For some learners, this was acceptable because they were committed to their studies but it must not distract the attention from a majority of them who were bored and consistently displayed a lack of enthusiasm and interest. As a result, during class time educators ended up constantly motivating and urging learners to do their work. This eroded much of their valuable teaching and learning time which increased their anxiety and frustration. (see 4.2.3.9)

5.2.3.2 Formal letter in Section B

The “new syllabus” for Grade 9 does not prescribe that learners should do an essay or a formal report. In spite of this, they were tested on this aspect. In Grade 9, learners were expected to write informally in English Primary language, often using correct grammar, punctuation, verbs, adjectives, nouns, adverbs, conjunctions, prepositions, pronouns, sentences, similes, metaphors, and phrases. To some extent, they were permitted to use colloquial expressions and slang. The formal

letter in the examination shocked both educators and learners. The educators felt that learners should not be tested on this as they were not yet taught how to write a formal letter; for example, the address, date, salutation, introduction, body and conclusion must be done in a specific way, unlike in informal writing. Formal writing was also not a requirement for school-based assessment. (see 4.2.3.6)

5.2.3.3 Section B was not relevant to Section A

It was evident that whether a learner did well or poorly in Section B, it was no indication of their actual academic potential and abilities because the test was not related to the teaching and learning that preceded it. This could result in poor performances because such practice was not in accordance with the *OBE* principles of fairness and transparency. All the teaching and learning activities and the assessment design must focus on what we want learners to demonstrate successfully. Section A and B should be related and relevant to each other so that culminating performances would improve. Thus, assessment practices could be authentic for reflecting the accurate measure of actual performance. (see 4.2.3.5)

5.2.3.4 Microinvestigation

This task was generally a problem for many learners. The majority of them, from the previously disadvantaged communities and townships, did not have access to tourist information centres or agencies within their reach. Neither did they have adequately resourced libraries in their schools that had information on places tourists could visit, nor did they have information of where tourists could stay for a holiday in South Africa. Educators held two different views on microinvestigation. Some educators felt microinvestigation was not a good idea for 15 year olds because they were far too young to investigate a topic like tourism, in particular, which was even more difficult without proper resources at their disposal. Other educators said that investigative activities for 15 year olds should be included in the CTA Instrument but reviewed in the light of such topics and limited resources in schools. Indeed, many Grade 9 learners at their age are curious and like to explore and participate in investigations. As a result, investigative activities should be encouraged and they

should be embedded in themes that they would find interesting, provided that sufficient teaching and learning resources are available for them to succeed. (see 4.2.3.3)

5.2.3.5 Quality and standard of the CTA Instrument

The quality and standard of the CTA Instrument has an impact on management in schools. CTA Instruments of good quality and high standard compel SMTs to manage and implement them properly. It was evident from the findings that the quality and standard of the summative tasks in Section B were inferior and inappropriate for first language English speakers. Therefore, they posed no challenge to them because they were very easy, and they finished half an hour before time. However, it was conceded by many SMTs and Grade9 educators that the standard of this CTA Instrument was much better in 2003 than that of 2002. However, for second language English speakers who did English on first language level, the standard of the CTA Instrument was high. They experienced many difficulties with the tasks and struggled trying to make sense of concepts and took a long time to internalise and practice what they learnt. (see 4.2.2.2 and 4.2.3.8)

5.2.3.6 Different outcomes for Section A and B

The outcomes and the types of activities for Section A and B were not the same. In order to obtain accurate results they should be the same. The tasks in Section B should be a reflection of the outcomes and learning activities contained in Section A, specifically designed for the teaching and learning experience to prepare learners for the exam component. However, in this instance the summative assessment did not sufficiently mirror the outcomes and tasks of section A. There was no alignment and synergy of outcomes. Hence, there was poor articulation and linkage between the outcomes and the set of activities for the two Sections. This created a mismatch between the type of tasks for CASS in Section A and the type of tasks for summative assessment in Section B. The assessment criteria were different. The learner assessment in Section A cannot be compared to the learner assessment in Section B because they did not measure the same criteria. Therefore, the culminating performances of learners would not be a proper reflection of their true abilities. It is important to emphasise that outcomes are culminating demonstrations of a whole range of learning activities and capabilities that they incorporate (Spady 1993:5). Therefore, the outcomes for both

Sections of the CTA Instrument must be appropriately aligned for assessment to yield a true reflection of learners' culminating performances. (see 4.2.3.6)

5.2.3.7 Poor attitude, commitment and demotivated learners

The monotony of working with common Programme Organisers and themes for eight Learning Areas and the CTA Instrument's low 25 percent weighting dampened learners' interest and motivation. The majority demonstrated apathy and poor work ethics during this period. This frustrated the educators and it hindered the progress of their work. Constant motivational talks were part of their daily routine to re-invigorate learners to sustain the teaching and learning programme. (see 4.2.3.9)

5.2.3.8 Limited resources

Insufficient resources affected the management of the CTA Instrument. This impacted negatively on the assessment process and dampened the morale of SMTs to effectively manage the CTA Instrument.

In the main, for the majority of previously disadvantaged learners coming from poor socio-economic backgrounds, getting access at home to appropriate resources such as, encyclopedias was highly problematic. Consequently, such learners often presented work of inferior quality.

Since some of the schools also do not have libraries and computers are not readily available for access, educators had to collect the information for the learners. Educators purchased second-hand resources, used their own personal computers and internet cafes to find information on the internet or collected posters and other paraphernalia from tourist agencies.

In general, limited resources impacted negatively on the educators' work and learner achievement. About 10 percent of learners failed in one particular school because they were unable to do their research. For instance, learners performed poorly in the summary and the report for

microinvestigation, because they mainly required information from research which they were unable to conduct. (see 4.2.3.5.)

5.2.3.9 Extra workload and low morale of educators

In most of the participant schools, the Grade 9 educators had done the research themselves for the majority of previously disadvantaged second language English speakers in their classes. This, in addition to some of them implementing *OBE* and the CTA Instrument for the first time, multiplied their normal workload and put them under stress. Those teaching all the Grade 9 classes were pressurised with marking. In most instances, this, coupled with learner apathy and learners not handing in their work, compounded their anxieties and further traumatised them. This in turn, dampened their spirits, morale and motivation. (see 4.2.3.6)

5.2.3.10 Assessment

Assessment was a problem in most of the participant schools because it was largely subjective in nature. Assessment practices were inconsistent across all the participant schools. The number of assessments that were completed and the way in which educators assessed their learners varied from one school to another. Educators largely experienced difficulties managing and implementing formative assessment. This problem was exacerbated by the fact that many SMT members who were not *au fait* with assessment in *OBE* were of little assistance to them. As a result, many of them were resorting to mainly using the traditional method and hence, not assessing formatively. It was found that many educators in the participant schools were not complying with the requirements of the *National Assessment Policy* (RSA, DoE. 1998(a)) because they were not sufficiently trained. The minimal use of assessment criteria, coupled with traditional methods of testing in some instances, exacerbated the problem. It was evident that the *National Assessment Policy* (RSA, DoE. 1998(a)) was not fully understood by many Grade 9 educators. This, therefore, negatively influenced the implementation of assessment in *OBE*. Many educators still needed much support and guidance to conduct day-to-day assessments, managing assessment, designing and applying rubrics, recording instruments and reporting assessments.

It was evident that for one particular activity in Section A, the assessment rubric was inconsistent with the targeted outcomes. This created a challenge. Most of the educators complained that assessment in Grade 9 constituted too much administrative and paperwork for educators. All the tasks were based entirely on educator assessment and as a result many of the educators fell behind with their assessments. There was no peer, group, self assessment and portfolio assessment. (see 4.2.3.6)

5.2.3.11 Inadequate time allocation for Section A

Insufficient time allocation for some of the tasks negatively impacted on the management of the CTA Instrument. SMTs were disappointed when their implementation plans could not be followed rigidly because the time frames for the tasks were not realistic and they had to abandon their plans. In schools with a majority of second language English speakers, doing English Primary language, educators had to extend the time for the task because learners could not complete their work in the allotted time. This problem was exacerbated by their poor understanding of concepts, requirement of the tasks and poor understanding of the outcomes that they had to achieve to demonstrate their understanding. This hindered the effective and efficient implementation of the CTA Instrument.

There was only five hours contact time for Language, Literacy and Communication: English Primary language, and even less in other Learning Areas. This was insufficient. Learners needed more time to study a language that was not their first language and to internalise what they had learnt. Therefore, the more time they get for teaching and learning, the better it is for the learners to understand the instructional programme. Indeed, this would make schooling more beneficial and educationally sound especially for the majority of black learners whose primary language is not English, and are doing English Primary language in Grade 9. (see 4.2.3.4)

5.2.3.12 Insufficient preparation time for implementation

In most participant schools, it was evident that the CTA Instrument arrived unexpectedly without warning. Therefore, SMTs and Grade 9 educators did not have enough time to prepare well for implementation. There were errors and missing pages and educators had to run around to get them

in order for timeous implementation. Even the implementation plans that some schools had hurriedly drawn up for the CTA Instrument was not done properly. The time frames allocated for the tasks were unrealistic because SMTs did not realise at the time that additional information needed by learners to complete some tasks were not supplied to schools and hence learners took more time than that was allocated for understanding and completing their work. As a result, at some schools the implementation plans had to be ignored. (see 4.2.3.10.)

5.2.3.13 Poor preparation of educators for implementation

In all the schools, educators lamented that they themselves and the learners did not know what to expect in the test. Educators felt that if they had an inkling about what to expect they would have prepared their learners better. Hence, the educators' poor preparation of learners for Section B created stress amongst themselves. This problem also impacted negatively on the learners and heightened their anxiety. (see 4.2.3.10)

5.2.3.14 Quality of implementation

The quality of the implementation of Section A and B varied from school to school and from district to district. It varied in terms of administration, timetabling, control, quality of teaching and learning, and the limited availability of resources. Some schools treated Section A strictly as an examination and learners completed it under examination conditions, resulting in poor results whilst other schools did not. Therefore, improper and poor management of Section A, the formal examination component, the timetable, as well as limited resources impacted negatively on the quality of implementation of the CTA Instrument.

It must be noted that the scope of education transformation and the speed of implementation had profound effects on educators and their classroom practices. During this process many educators had to acquire new knowledge and skills hastily in order to implement the reforms properly. (see 4.2.11.3)

5.2.3.15 Setting of the CTA Instrument

Inadequate transparency in designing and setting the CTA Instrument affected the management of the CTA Instrument. Many SMT members raised their concerns on this aspect of the topic. The SMTs were neither invited to the process of designing and setting nor trained on how the CTA Instrument should be managed. Therefore, they were unprepared.

Almost all the Grade 9 educators wanted to know who set the CTA Instrument because they did not know. They wanted to know whether Grade 9 educators from public schools were involved in this process. Many of them were of the view that the CTA Instrument was set by consultants. They expressed concerns about whether the examiners had any experience in teaching Grade 9 post-1994. They did not know about the examiners' standard and the examiners did not know their particular learners and the context of their schools. This posed a serious challenge for educators to accept the CTA Instrument as a valid and reliable tool for assessing Grade 9 learners in the province.

They expressed this concern because they said that both urban and township schools were expected to implement the same CTA Instrument for both white and black learners. They said that this was problematic. They argued that although some white learners were first language English speakers, many of them were second language English speakers who experienced challenges in this Learning Area. They also argued that the majority of black learners in their schools were actually second language English speakers who found English Primary language difficult. They said that this also created complex problems for teaching and learning which impacted on the performance of learners. Despite the inferior quality of training SMTs and educators received from their districts and limited resources at their disposal they said that they were expected to implement the CTA Instrument properly. Many educators especially from the urban schools largely gave the impression that the coordinator of the examiners of the CTA Instrument was known to them. They argued that this person was not a Grade 9 educator. Hence, they said they preferred Grade 9 educators from public schools to set the CTA Instrument, as they would be more familiar with the activities for school-based assessment, the provincial requirements of the Learning Programme: Language, Literacy and Communication: English Primary language, and the current realities in public schools. They claimed

that Grade 9 educators generally knew what the provincial requirements were. They said that a deviation from these requirements for the Grade 9 Learning Programme: Language, Literacy and Communication: English Primary language examination was irregular and unacceptable because it disadvantaged the learners unfairly. Therefore, the educators suggested that the process of designing and setting the CTA Instrument should be demystified and transparent. (see 4.2.3.11)

5.2.3.16 Bureaucracy and jargon

The majority of the educators experienced difficulty in dealing with the jargon and bureaucracy in the *Teacher's Guide*. They spent a great deal of time sifting through bureaucracy and unnecessary detail in order to understand it. This further complicated the process of implementation in schools. (see 4.2.3.9)

5.2.3.17 "Heal the World"

Most, if not all the educators, raised concerns about the song by Michael Jackson which was called a poem in the exam. They said it confused learners. They also argued that "Heal the World" should have been substituted with a South African song or unseen poem or equivalent comprehension passage which would have added value and more authenticity and relevance to the exercise. (see 4.2.3.8)

5.2.3.18 Conflicting information

Different districts gave different sets of instructions to schools. Some districts instructed schools to open Section B before the actual examination date. Other districts treated it strictly as the examination component and instructed schools to open it only on the stipulated date according to the national timetable, and to write the test under strict exam conditions. Conflicting instructions, poor communication and insufficient control of administrative procedures resulted in serious implementation problems. This gave rise to unfair and irregular examination practices in some schools because Grade 9 learners had access to the Section B paper long before the examination date. Such irregular practices undermine the credibility and integrity of an external examination.

Hence, poor communication impacted negatively on learner performance and on the overall implementation of the CTA Instrument. (see 4.2.3.7)

5.2.3.19 Late arrival of mark sheets

In most instances, official mark sheets for capturing learners' marks from the districts were not distributed to schools timeously. As a result, many educators had to develop their own, using their own means and their limited experiences. In other instances, these composite mark sheets only reached schools after the district moderation. This resulted in duplication of work which frustrated many educators. This problem posed an obstacle to effective implementation. (see 4.2.8.3)

5.2.3.20 Group work

Most educators, if not all, raised concerns about group work and its impact on the assessment of learners in this regard. They complained that weak learners always relied on strong learners during group work for the purpose of scoring good marks. Thus, weak learners were benefiting by obtaining higher marks than usual. However, in the process many of them were not improving their knowledge, skills and values to empower them intellectually for holistic growth and development. Group work generally limited the majority of weak learners' participation in class-work. Many bright learners who worked consistently throughout the year had to work harder than usual to score high marks. This resulted in bright learners as group leaders working extra hard to do most of the work so that they as well as the group members scored good marks. Hence, group work impacted negatively, particularly, on bright learners and it drained them out. Group work often overworked many bright learners who were often overburdened and burnt out as a result. Therefore, many bright learners were disillusioned with group work and expressed anxiety and frustration whenever it was used as a method for assessment.

Weak learners often fought with educators when they received poor marks. This is not conducive to the culture of teaching and learning in schools which may result in tension, conflicts and emotional damage. Every effort should be made to ensure that assessment is conducted meticulously and rigorously for group work to yield valid and reliable results. (see 4.2.4)

5.2.3.21 Inadequate consultation amongst educators

In many schools, inadequate consultation, co-operation and communication during implementation resulted in poor networking and teamwork among Grade 9 educators. Formal consultative meetings in this regard were rare. Tight teamwork and close co-operation were almost invisible. Most educators in general were working in isolation. This problem impacted negatively on the rigour and quality of implementation of the CTA Instrument in some schools.

5.2.3.22 Individual work from learners

Lazy learners posed a serious challenge to educators during teaching and learning. Educators complained that these learners wanted educators to do everything for them. They did not want to work on their own, find additional information and hence they did not complete their work and submit them. This presented educators with problems of recording marks which resulted in numerous learners not having marks next to their names in mark books. Hence, educators could not finalise their mark computations in time. Bright learners presented excellent work which they were found pleasing to mark. (see 4.2.5.1 and 4.2.5.2)

5.2.3.23 Moderation by districts

It was evident that moderation was superficially done in all the districts. It was a useless activity and a time waster. Moderation was not rigorous enough for the purpose it was intended to serve. For the process of moderation, educators from one school had to superficially check the portfolios of another school. This proved to be a technical exercise only. It lacked rigour. The marks as such, were not thoroughly checked. As a result, there were no changes to the marks. However, it is important to emphasise that moderation practices should not be done away with. Emphasis should rather be placed on improving the standard of these practices. Good quality moderation practices will enhance and increase the standard of educators' assessment practices and establish consistency. The lack of quality moderation practices only serve to perpetuate poor assessment practices and low quality of learner achievement. (see 4.2.14.9)

5.2.3.24 Too much work for too little marks

For most of the educators, the CTA Instrument entailed doing a large amount of preparation, planning, research, teaching and paperwork, and for learners, a lot of learning “for little marks.” This demotivated educators and learners. The 25 percent weighting for the Instrument posed a problem. The amount of work required in this regard, led to fatigue and exhaustion for many educators and learners. As a consequence, it decreased learners’ levels of involvement and participation in the CTA Instrument as it did not carry much weight for passing the examination at the end of the year. (see 4.2.3.12)

5.2.4 Training and development

In this section, the theme of training and development is discussed and summarised under district training and development, and school training and development.

5.2.4.1 District training and development

Many educators in this study generally agreed that they needed more practical and qualitative training for day-to-day implementation of *OBE*, assessment and its management. They said that the training they received was not enough, lacked depth and it was not practical. Training was based on theory alone. It was superficial focusing on new legislation and policies. Moreover, SMTs were not specifically trained in how to manage the CTA Instrument. Those who went for training were swamped with information and documents. The materials were largely text bound. Simply trying to read these overwhelmed them. SMTs did not have enough time to read and re-read to make sense of such detailed documents. In most instances training was not related to their needs. District facilitators who trained them were simply not sufficiently knowledgeable and skilled themselves. They were not familiar with *OBE* themselves. Cluster meetings were beneficial to SMTs and Grade 9 educators; however they were dysfunctional in some districts. In these districts both SMTs and Grade 9 educators did not receive training and development for a period exceeding six months. These issues further complicated and hindered the implementation of the CTA Instrument. (see 4.2.12.1)

5.2.4.2 School training and development

A majority of educators said that there was no sustainable training and development programmes for them at school. Occasionally they received some form of orientation based on teaching and learning. This usually occurred quickly during the breaks. Sometimes feedback from SMTs or when a Grade 9 co-ordinator was called in by the SMTs to report on aspects of implementation was construed to be training and development. There were no visible, well co-ordinated and systematic professional development programmes for educators in these schools. Some educators took charge of their own training and development by registering at their own costs with tertiary institutions or non governmental organizations to improve their knowledge and enhance their effectiveness. Unsatisfactory and inadequate training programmes for SMTs and educators in schools impacted negatively on the quality of management and teaching and learning practices, respectively, for the CTA Instrument in schools. (see 4.2.4.2)

5.2.5 Management and implementation of the CTA Instrument

The theme of managing the implementation is presented under the following sub-headings: control, delegation and decision-making, SMTs assessment competence, management and leadership styles and forms, processes followed, systems of control, recording of marks, duties and functions, plans, meetings in school, supervision and support for instructional programmes, time management, communication, management efficacy and productivity, management's attitude and commitment, and the role of management.. These aspects are discussed in this section.

5.2.5.1 Control, delegation and decision-making

From the analysis of the findings it was discovered that SMTs have not been adequately trained in tasks such as, control, decision-making and delegation in self-managing schools. They were passing these tasks on to inexperienced educators. As a result, many SMT members neglected their responsibilities of control, decision-making and delegation during the implementation of the CTA Instrument. This neglect and inadequate control sometimes led to errors or difficulties in decision-making during the implementation of the CTA Instrument.

In most instances, decision-making and control were left entirely in the hands of Grade 9 educators, many of whom were inexperienced and doing the CTA Instrument for the first time. In some schools, democratic decision-making was followed for deciding major issues relating to the school, such as timetabling, and autocratic decision-making for deciding minor issues, such as truancy. (see 4.2.13.1)

5.2.5.2 SMTs assessment competence

It was found that the majority of SMT members had limited understanding, knowledge and skills of assessment in *OBE* and could not be of much assistance to educators when they needed help in the classroom. However, it is incumbent on SMTs to improve their assessment knowledge, skills and competences in order to efficiently and effectively manage and guide educators in assessing their learners' work. (see 4.2.7.1)

5.2.5.3 Management and leadership styles and forms

It emerged that management and leadership roles are blurred in most schools. There was little visibility of separation of the roles. Leadership and management are both complex management functions. Each has its own set of activities (Smit & De Cronje 2002:279-283). Management and leadership styles also varied significantly across the schools from free rein, autocratic to participative. In the school with the free rein style of leadership, there was more emphasis on treating educators as professionals who knew what to do. Therefore, decision-making was to a large extent relinquished by some SMTs and it was thus vested in the hands of Grade 9 educators. As a result of their limited knowledge of what school-based management entails, improper training and experience, they could not cope. They were struggling to balance their classroom expertise on the one hand and their newly delegated management responsibilities on the other hand. Because of this they needed constant management support and guidance. They needed knowledge of how the process of decision-making worked in the context of school-based management. Grade 9 educators argued that this will enable them to perform their functions meaningfully as assessors, learning programme developers and researchers, as prescribed in Section 3(1)-(7) of the *Norms and Standards for Educators* of 1997 (RSA, DoE. 1997(f)).

However, in most schools with autocratic and participative leadership and management approaches, educators shared better experiences from the implementation than those subjected to free rein styles, in general. The reason for this centred around the significant role that SMT members played in carefully weighing the merits and demerits of delegating responsibilities to Grade 9 educators with support and without support. In some self-managing schools, there was an oversight by the SMTs because they did not sufficiently analyse and evaluate the implications of delegating authority to their poorly trained educators and the consequences it would hold for implementing national imperatives like the CTA Instrument. This kind of action by management in some schools could be construed as abdicating their duties or neglecting their actual responsibilities, thus overburdening the Grade 9 educators. However, in schools with free rein type of management and leadership, the onus lies largely on the SMTs to make proper decisions for effective schooling. (see 4.2.5.2)

5.2.5.4 Processes followed

The management processes differed from school to school. The heads of departments in some of the participant schools got together and held meetings to plan and organise the implementation. Thereafter, Grade-heads and Grade 9 educators got together and worked out the specifics of periods and time frames for each Learning Area. A specific teaching and learning programme was worked out for four to five weeks. A separate timetable from the normal one was drawn up by some schools for the CTA Instrument. This deviated from the normal Grade 9 English timetable. Some of the heads of departments tried to ensure that the timetables were implemented rigidly. They ensured that the assessment policy and the promotion requirements were applied in each Learning Area. (see 4.2.5.3)

5.2.5.5 Systems of control

The management systems in some schools were linked directly to line function management. In the school hierarchy, an educator's first line of communication was the co-ordinator, followed by the head of department and then the deputy principal to seek information, and assistance for teaching and learning problems. Systems for controlling question papers, examination, invigilation, irregularities, data capture and verification of marks were evident in some schools.

A system for controlling circulars was visible in the schools. In such a system, circulars were photocopied by the secretary and distributed to heads of departments who in turn issued them to their Grade 9 educators in their respective Learning Areas. (see 4.2.5.4)

5.2.5.6 Recording of marks

It was clearly visible from the findings in chapter four that both urban and township schools used the mark book system for recording and safekeeping of learners' marks. Since the official composite mark sheets reached schools late educators had already designed their own and completed their mark sheets and in addition had to do the composite mark sheets as well. (See Annexure J). In some schools with 300 to 400 learners in Grade 9 and not having computers at their disposal for data capturing, this became a laborious manual process. In other schools, educators with limited computer skills had little assistance to capture the data on the computer. Hence, many of them ended up doing it slowly on their own and thus took a long time to capture the data. This was a challenge because many of them, who were not computer literate, were doing this kind of work for the first time.

5.2.5.7 Duties and functions

In general, urban SMT members, in the main, had a better understanding of what their roles and responsibilities meant compared to their township colleagues. They expressed their various functions confidently and coherently. They justified their statements by producing school documents which they had developed on their key performance areas approved by the principal. In township schools in particular, the SMT members simply expressed their roles and functions in a vague and superficial manner, such as support educators, in spite of the researcher's request to elaborate on their support functions. In essence, the word support was quite frequently used in the interviews and it was generally defined as help and assistance. In these schools, it was difficult for some SMT members to identify clearly what their actual roles and responsibilities were on a day-to-day basis. In most instances, they said that they waited for the principal to instruct them on what they had to do. (see 4.2.13.6)

5.2.5.8 Plans

It was evident from the findings that only one of the four schools had completed its management plans for the CTA Instrument and had submitted them to the district office. Other schools simply did not do them. Some SMTs interpreted management plans as examination timetables and submitted them to the district. Therefore, there was no common understanding amongst SMTs from the participant schools of what a management plan was. (see 4.2.13.7)

5.2.5.9 Meetings in school

At some schools, formal meetings for the implementation of the CTA Instrument were rarely conducted. In the main, informal discussions and feedback were the order of the day. In two specific township schools there were no formal meetings held whatsoever for the implementation. It is necessary to indicate that the frequency and formality of meetings were more complex in a secondary school than in a primary school. Full staff meetings with the management staff were the norm in secondary schools. However, it was evident the form of staff meetings and communication in general varied from school to school according to the principal's leadership and management style. (see 4.2.13.8)

5.2.5.10 Supervision and support for instructional programmes

Generally supervision and support was taking place in all the schools but it was certainly not enough. Support mainly focused on technical aspects, such as structuring mark books, percentage weighting and making photocopies of documents. Adequate support and supervision of instructional matters were not clearly evident in all schools. (see 4.2.13.9)

5.2.5.11 Time management

Some principals and SMTs complained that they did not have enough time to do everything that they had planned to do in school. They complained that they usually spent a great deal of time attending to unplanned activities and problems that arose unexpectedly. In some instances, SMTs

spent a day or two trying to finalise unplanned activities and to resolve unexpected problems. This wasted their time. (see 4.2.13.12)

5.2.5.12 Communication

In some of the schools communication between the Principals, SMTs and Grade 9 educators was poor. SMT members complained that there was no formal or informal communication between themselves and the principal. This was problematic because they did not receive feedback timeously from the principal. They said, at times they became frustrated because they did not know how to manage the principal and their own challenges. (see 4.2.13.13)

5.2.5.13 Management efficacy and productivity

The Principal and SMT members from one school complained that in addition to their professional workload, correspondence, free mail, reports, circulars, memoranda, discipline, telephone calls and school accounts decreased their efficacy and productivity over professional matters. They said that it took them a great deal of time to open mail, read them, write memoranda to staff members, distribute circulars, placing orders for the tuck-shop, receiving deliveries of consumable and inventory stock, and attending to daily visitors to school. (see 4.2.13.14)

5.2.5.14 Management's attitude and commitment

Some SMT members did not pull their full weight during the implementation period. Many of them saw this time as a period of rest in school. This irritated many Grade 9 educators as they had to face the challenges of implementation on their own. As a result, some educators said that SMT members demonstrated poor commitment and a lackadaisical attitude to the implementation. (see 4.2.13.15)

5.2.5.15 The role of management

It is true that the SMTs are the top management in a school who controlled the organisation. In their hands rested the final authority, decision-making and responsibility for executing accurate

management practices. Hence, they are accountable for everything in school, to lead all activities and to be fully responsible for the outputs of the school. Educators conceded that the SMTs overall effectiveness was linked to school achievement. However, it was evident that the SMTs role enforcement in certain schools was weak because of various factors, such as personality, character traits, low self esteem, unassertiveness, poor knowledge and skills, low morale, demotivation, and lack of confidence to make a positive impact on improving the quality of management practices in schools.

5.2.6 Management challenges

In chapter four, it was evident that the implementation of the CTA Instrument gave rise to numerous management challenges. Some of the challenges the SMTs had to face were:

- the increased work load resulting from school-based management and the implementation of the CTA Instrument placed a huge burden on them, and decision-making and delegation were problematic because they were not trained to deal with these issues
- the poor quality of teaching and learning in Section A as a result of inadequate training of educators for the implementation of the CTA Instrument
- lack of commitment, enthusiasm and interest for studying amongst learners
- low morale and motivation of educators
- poor learner performance
- high rate of absenteeism amongst learners which made it extremely difficult for them to keep track and to control the various pieces of work required for assessment
- large number of learners falling behind with their schoolwork and this became problematic for SMTs to keep track of work submitted and not submitted
- constant checking and monitoring of educators' and learners' work
- educators who could not simultaneously cope with their workloads and the requirement to maintain proper records
- poor learner participation and involvement in assignments, projects, homework and class-work
- high educator to learner ratios which resulted in behavioural and disciplinary problems that they had to deal with on a daily basis and eroded much of their valuable time
- staff instability and absenteeism

- dealing with complaints of parents especially from previously disadvantaged communities that learners were reaching home late because they were searching for information for the microinvestigation
- dealing with complaints of parents about their children having to go to libraries far from home to get information for research, because this was unsafe for Grade 9 learners
- dealing with complaints from learners because they did not know how to do research
- the lack of library facilities
- the poor attitude, laziness and the culture of indolence of many learners
- learners' apathy for studying in *OBE*
- complaints from educators and learners about the amount of work they had to do for so little marks
- constantly motivating and encouraging learners to study
- checking numerous administrative problems relating to the registration of learners by districts
- obtaining personal and confidential information such as identity documents, home or postal addresses from learners who did not reside with their own parents
- their own inadequate training in assessment and education management

5.2.7 Learner performance

The theme of learner performance is summarised under the following sub-headings: black learners' experiences, CASS and remedial support, concepts and structure of questions, the outcomes for Sections A and B, formal writing, learners confused, anxiety of writing an examination, inferior quality of performance, district intervention and poor overall achievement.

5.2.7.1 Black learners' experiences

In the township schools, a majority of black learners who were second language English speakers doing English as a Primary language were experiencing difficulties in the Learning Area: Language, Literacy and Communication: English Primary language. Many of these learners came from primary schools whose language of learning and teaching was not English. However, they did English as one of the subjects. Both the township and urban schools did not have the resources to teach English

second language in addition to English first language. Although black learners attended school regularly and showed commitment in many instances, their actual academic abilities and potential for succeeding in English Primary language were bringing them down. Extra bridging classes were visible in some of the participant schools and were found to be useful for such learners. However, regularly providing extra bridging classes and remedial support resulted in stress and burn out amongst many educators who could not cope with this together with their normal workload. (see 4.2.7)

5.2.7.2 CASS and remedial support

Generally, CASS was beneficial to learners because it enhanced their performance. They did better in Section A because it was based on CASS and remedial support during class work. Learners who generally performed badly in Section A also performed badly in Section B. Generally, most bright learners did well. (see 4.2.15.2)

5.2.7.3 Concepts and structure of questions

On the whole, the majority of learners performed poorly in Section B because they had difficulty in understanding the concepts and the structure of questions. In most instances, the types of questions that appeared in Section B were not asked on a regular basis in class. Therefore, many learners experienced problems in interpreting and understanding the questions.(see 4.2.15.2)

5.2.7.4 The outcomes for Section A and B

Different outcomes for Section A and B led to confusion amongst learners which impacted negatively on their performance in Section B. The outcomes for Section B were not aligned to the outcomes that learners worked on in Section A during class work in preparation for Section B. Because of this problem, and the educators' poor training on the CTA Instrument, they felt that they had poorly prepared learners for the final examination. (see 4.2.3.6)

5.2.7.5 Formal writing

Further, learners were tested on a formal letter, which was not a provincial requirement for Grade 9 assessment. They were not taught how to do this in class. They did not know how to write formally in English Primary language. Therefore, the formal writing activity brought down their marks in the final examination. (see 4.2.3.1)

5.2.7.6 Microinvestigation

This task posed a challenge to many learners who could not access information and resources to complete their work. The majority of learners traveled long distances to schools from townships and hence did not have the time to go to municipal libraries in the afternoon to find additional information for microinvestigation. Many learners did not know how to conduct an investigation on their own. (see 4.2.3.1)

5.2.7.7 Learners confused

Many learners confused metaphors and similes in the response to the text activity in Section B. This confusion, coupled with *inter alia*, failing to check their work, resulted in numerous careless mistakes. As a result, many learners scored low marks in Section B. (see 4.2.15.2)

5.2.7.8 Anxiety of writing an examination

Examinations stressed learners and made them nervous because they did not know what to learn and what to expect in the test. Therefore, they were not adequately prepared for the summative test. They were expecting a comprehension exercise and an unseen poem, not a song and a formal letter. This problem increased their anxiety and nervousness which impacted negatively on their performance. (see 4.2.3.7)

5.2.7.9 Inferior quality of performance

In general, it was discovered that the quality of performance was inferior in the CTA Instrument compared to school-based assessment because learners had more time for teaching and learning in respect of school-based assessment. Although many learners performed well in the CTA Instrument in urban schools, a number of learners in the township schools performed badly and their low achievement in the CTA Instrument brought down their overall marks. Although the quality of performance from bright learners was found to be consistent, they comprised only a small percent of the total number of Grade 9 learners involved in the study. However, the quality of performance from a large number of average and weak learners was inferior compared to their performance in school-based assessment which had the weighting of seventy five (75) percent. This was due largely to the apathy and poor commitment they demonstrated towards the CTA Instrument because of its low weighting of twenty five (25) percent. Moreover, these test results serve as useful tool for evaluating and improving the teaching and learning component of the CTA Instrument and for sampling overall learner achievement. (see 4.2.2.1)

5.2.7.10 District intervention

It was also discovered that through district intervention many of the weak learners who actually failed Grade 9 were promoted to Grade 10. In this way, a large number of weak learners passed. Many SMT members expressed their dissatisfaction and disappointment with this intervention. Some educators said that this was done by the districts to increase the pass rate in view of the impending national general elections. They feared that this action would jeopardise the learners in Grade 10 as the Further Education and Training Phase did not focus on *OBE*. (see 4.2.15.3)

5.2.7.11 Overall achievement

Poverty affected the performance of many learners in some schools. As a result of this, many learners were struggling to cope with their school work. In most instances, learners' performances were discovered to be consistent with their academic abilities. On the whole, in many schools the majority of learners progressed to Grade 10. Good to satisfactory overall results were recorded in

the participant schools. Although a large number of learners passed, the quality of their overall performance was poor. It must also be emphasised that a number of learners who did not take the CTA Instrument seriously because of its low 25 percent weighting performed poorly in Grade 9, as well. (see 4.2.7)

5.2.8 Summary

The researcher presents a brief summary of the above discussion. The understanding of policy and its related concepts for implementation was poor. The CTA Instrument had positive features but contained numerous negative aspects which affected practices. Assessment caused problems of poor management. The rubrics were not aligned to the outcomes. There were a large number of educator assessments which put them under pressure. Slow learners could not finish their work because the tasks were time bound. The terminology of the *Teacher's Guide* made understanding difficult. Communication was ineffective, leading to misunderstandings and irregular implementation. There was a dire shortage of resources which impacted on practices. Moderation by districts was a farce. Learners' negative attitudes impacted on practices. The nature and quality of implementation varied from school to school and from district to district. SMTs received poor training in districts and schools. The use of various management and leadership styles and models was not clearly evident. Planning, decision-making and delegation were not properly executed. Registration of learners was highly problematic because it entailed constant checking of forms and reminding learners to bring their personal information on time. Some of the problems SMTs faced were: absenteeism, staff instability, discipline, insufficient resources and stress. The majority of learners performed poorly. The CTA Instrument weakened the fragile management practices in the participating schools.

5.3 Conclusions

Based on the discussion and summary of findings, the researcher draws conclusions with regard to: policy implementation and practice, the negative aspects of the CTA Instrument, assessment, the *Teacher's Guide*, communication with schools, resources, moderation by districts, the attitude of learners, implementation, training and development, the management of the CTA Instrument, the challenges management had to face, and learner performance.

5.3.1 Conclusions regarding policy implementation and practice

Educators received inadequate training on policy and concepts. They received theoretical and abstract training on *C2005*, *OBE* and *CASS*. There was hardly any practical or hands-on training on how to implement *OBE* and *CASS* at classroom level. Thus, it slowed down implementation of policy as educators found it difficult to make sense of policy related concepts and terminology.

Learners learning at their own pace was problematic because most of the tasks were time based. Restricted and limited time allocations for tasks in Section A of the CTA Instrument did not allow many slow learners, in particular, to learn at their own pace and also complete their work. This resulted in large numbers of slow learners falling behind with their school work and hence performing poorly in both Section A and Section B.

5.3.2 Conclusions regarding the negative aspects of the CTA Instrument

Some Language, Literacy and Communication: English Primary language aspects for teaching and learning, and examination were omitted from the content of the CTA Instrument. Literature, unseen poem, summary and advertisements were some aspects of the requirements that were omitted. American rather than South African content was used for the comprehension exercise in Section B.

Programme Organisers and themes were unsatisfactory for Grade 9 learners. These were the same for all the Learning Areas. Therefore, they were boring. They did not excite and interest Grade 9 learners in order to increase their involvement and participation in the CTA Instrument

Microinvestigation was poorly done. This task was a huge challenge because there were insufficient teaching and learning resources for learners in the participant schools. The lack of library facilities resulted in educators doing the microinvestigation activity for the learners. In addition there were no municipal libraries in the townships in which the learners lived. Therefore, this was not a true reflection of the learners' work in many instances. Further, many educators felt that the microinvestigation as an activity for Grade 9 learners was difficult especially on a fairly new topic in the curriculum such as, tourism. Indeed, some educators argued that microinvestigation was

necessary for Grade 9 learners and it should focus on familiar topics for which most schools have the basic resources. In addition, the learners were not taught how to conduct a research in the teaching programme. Microinvestigation was a challenge for both educators and the learners. Therefore, most of the educators wanted the microinvestigation activity to be reviewed.

Section B was problematic. It had no relevance to Section A. There was no synergy of the outcomes between them. Therefore, the summative assessment in Section B poorly mirrored the tasks and the outcomes in Section A, which largely focused on CASS. As a result, the assessments focused on different criteria for the two sections. Because of this learner performances would not be a true reflection of their full potential.

Formal writing was a challenge. The educators indicated that formal writing was not a provincial requirement for Grade 9. Therefore, it was not taught in Grade 9. However, it was included in the external examination as an aspect for testing the learners in the examination. This activity shocked the educators and disappointed the learners. As a result, formal writing impacted negatively on their results.

The song, "Heal the world" caused confusion. Educators felt that this song that was commonly known by many learners should be called a song and not referred to as a poem in an examination. They said that learners knew Michael Jackson as a wealthy pop singer and not a poet. They pointed out that this anomaly led to a number of learners believing that the examiners were confused and did not know the difference between a song and a poem. As a result, a large number of learners displayed a diminished view of the examiners' competence in setting the CTA Instrument. This and other technical and administrative problems such as, poor control of the examination question papers for Section B resulted in many educators and learners having poor perceptions of the credibility and integrity of the CTA Instrument as an external examination.

The tasks were of a low standard for English Primary language learners. They were not of an appropriate standard for English Primary language learners. It was easy for them as it posed little or no cognitive challenges. In addition, learners finished the formal examination half an hour before time and became restless.

The tasks were of a high standard for English second language learners. As a result, they needed extra time to understand and learn the concepts, and to internalise and understand what was expected of them. Therefore, the time was insufficient because they took more than the allocated amount of time to do their work. Even though some schools extended the time for Section A, the learners still performed poorly.

Educators maintained that there was a lack of transparency in setting the CTA Instrument. Most of the educators were curious to know who had set the CTA Instrument. They wanted to know whether the CTA Instrument was set by public school educators or not. They said that such information would allay their fears on the authenticity, relevance and appropriateness of the evaluation tool to the provincial requirements of public schools for Language, Literacy and Communication: English Primary language. Educators believed that if the CTA Instrument was set by consultants or educators from the private sectors who were not *au fait* with current legislation and policy, they might overlook the current realities and contexts in which schools operate in the public sector. They felt that this would have a negative impact on implementation. For this reason, they argued that the setting of the CTA Instrument should be a transparent process in which Grade 9 educators in the main from public schools should participate to improve their competencies in learning programme development and assessment.

The twenty five (25) percentage weighting of the CTA Instrument reduced its importance. Almost all the educators were dissatisfied with the low weighting. They thought that it was inappropriate for the large amount of work it entailed. This contributed largely to the negative attitude of learners towards the CTA Instrument. The educators said that it dampened the learners' motivation and decreased their morale to study specifically for this component as they felt that they had already passed the examination by completing 75 percent of the work for the year for school-based assessment. Therefore, the educators wanted the 25 percent weighting for the CTA Instrument to be reviewed.

5.3.3 Conclusions regarding assessment

Many educators found continuous assessment (CASS) to be a challenge during classroom assessments. Because of this and their poor training in assessment, many of them did not cope on their own. They ended up with many discrepancies for assessment between group work and individual work. In this regard, some educators sought assistance from their SMTs. Discrepancies in assessment and waiting for the SMTs to assist them in this regard were very time-consuming. As a result, many of them fell behind with their marking and could not complete their assessments on time.

Rubrics were not adequately aligned to the outcomes. They were thus incompatible and inconsistent with the required content for assessment. This posed a challenge to educators. Learners cut and pasted any pictures that had nothing to do with the topic and because of the structure of the rubric, for example two marks for neatness, one mark for layout, and two marks for pictures, they got the marks for the activity and passed. Hence if rubrics are not properly aligned to the targeted outcomes then assessment lacks purpose and becomes a meaningless ritual.

Enormous amount of paperwork and administration bogged down the assessment process. Continuous assessment involved the assessment of learners on a daily basis. This required designing tools, marking, providing constructive feedback to learners, and recording marks on a daily basis. Extensive administration and paperwork held educators back from finishing their work on time.

Extensive educator assessments, which were required to be completed within a specific period of time, resulted in educators being pressurised to finish marking one activity before going on to the next activity. Some of the participant educators indicated that they went on with the next activity without completing the marking of the previous activity. Furthermore, educators said that when slow learners did not hand in their work on time, it made matters worse. Many educators said that assessment activities should be designed with a focus on learner centredness rather than on educator centredness.

Group work as an assessment strategy in *OBE* was a grave concern. Educators found it irksome because many weak learners were not participating fully in group work. This assessment strategy challenged mainly bright learners because they had to work extra hard to obtain good marks for themselves. But in the end, bright learners had to accept that weak learners who were part of the same group received the same marks as them, although they did not work hard. Group work challenged educators. They tried to assess learners as objectively as possible in terms of their abilities, competences, commitment, participation and the assessment criteria. In many instances, the weak learners, many of whom did not work hard did not accept the marks they received and challenged the educators' judgements. This led to frustration amongst many educators in the participant schools. Some indicated that they even ended up awarding the same marks to both bright and weak learners. Many bright learners were dissatisfied with this assessment process and lost confidence in group work as a reliable method of assessment. They argued that group work favoured the weak learners and disadvantaged and discriminated against the brighter learners.

Educators' and SMTs inadequate training and competence in assessment diminished their progress. It was evident that both educators and SMTs' received poor training in assessment and as a result they lacked competence in conducting assessments. This posed a serious obstacle for day-to-day assessment, recording, reporting and managing assessment practices. Many Grade 9 educators simply could not cope doing learner assessments on their own and many SMT members did not have the knowledge and skills of assessment in *OBE* to assist them.

5.3.4 Conclusions regarding the *Teacher's Guide*

The bureaucracy and jargon of the *Teacher's Guide* complicated its understanding. This impacted on the management of the CTA Instrument. Many of the participant educators viewed the *Teacher's Guide* as an official document which was bureaucratic in nature. They indicated that this complicated their understanding of how they were expected to facilitate teaching and learning. This bogged them down. They stated that the jargon used in the guide, makes it inaccessible to many educators who were inadequately trained in *OBE* and assessment. They said that the language in the *Teacher's Guide* was complex and it took time to be unpacked in order to be understood.

5.3.5 Conclusion regarding communication with schools

Ineffective communication with schools led to serious confusion and chaos. Poor communication and conflicting instructions to many schools resulted in poor management and implementation. Some schools misunderstood the instructions and treated Section A and B strictly as an examination whilst others treated them as a normal teaching and learning component. In the latter case, learners engaged with the tasks during class-work and subsequently wrote Section B again under examination conditions. In another instance, learners completed Section A under examination conditions.

5.3.6 Conclusions regarding resources

Many of the participant schools had inadequate resources to implement the CTA Instrument effectively. Some educators went out of their way to research and find additional resources to support classroom instruction. They brought their own resources for teaching and learning from their homes, internet and tourist centres. Some schools procured second-hand resources to implement the teaching and learning component. There are no libraries in some township schools. Therefore, research especially for the microinvestigation activity could not be conducted at school or during school time by learners. Trying to find information that was difficult to obtain caused a great deal of anger and frustration amongst learners.

5.3.7 Conclusions regarding moderation by districts

The composite mark sheets which reached schools after the moderation in some instances had to be hurriedly completed and submitted to the district office. District moderation was considered to be a waste of time because it was a purely a superficial and technical exercise. It lacked rigour. It simply involved checking whether schools had submitted portfolios and mark sheets. There was no thorough checking of learners' marks or moderation of the actual performance of learners. Thus, this created the erroneous impression that assessment practices were standardized, consistent and quality assured in all schools across the districts.

5.3.8 Conclusions regarding attitude of learners

Many learners demonstrated poor attitudes to the CTA Instrument because of its 25 percent weighting and their general misconception that *OBE* does not require studying for examinations, any more. They felt that the weighting was too low and therefore it did not need much involvement and commitment from them in order to pass. Therefore, they displayed boredom, showed little interest and displayed negative attitudes to school work during this period.

Laziness was evident amongst many learners. The culture of indolence was rife amongst many of them. They did not want to do their work despite numerous requests for them to show commitment, and motivational talks by SMT members during assembly. These learners showed very little respect for the examination, and hence it impacted negatively on the management of the CTA Instrument.

In general, school attendance amongst some learners was found to be highly erratic. A large number of learners attended school irregularly. They stayed away from school for trivial reasons. Many of these learners came from poverty stricken backgrounds and travel long distances to school. Lack of employment amongst some parents and being unable to provide their children with taxi fares, in some instances, prevented a large number of learners from attending school regularly.

5.3.9 Conclusions regarding implementation

Implementation practices across the participant schools were inconsistent. It varied from school to school and from district to district. Good to poor implementation of the CTA Instrument was recorded in the participant schools.

Large educator to learner ratios was a hindrance to effective implementation. Many learners were unruly, rude, arrogant, vandalised property, gambled, engaged in fist fights and absconded from school. Educators did not cope with the large number of learners in class and the large number of assessments they had to do for each piece of written work. This problem challenged management and leadership practices, teaching and learning, and assessment practices which seriously affected the implementation of the CTA Instrument.

There was not enough time for planning and preparation. Many SMTs had to scramble to get things done in the last minute. Therefore, the preparation for implementation of the CTA Instrument was poor and this impacted negatively on effective management practices.

The quality of implementation across the schools was not the same. The standard of implementation varied from one school to another. This variance to a large extent depended on the availability of resources at their disposal, their readiness to implement, the experience and training of Grade 9 educators, the competency of SMTs to do their work, and the nature of district support.

Educators were placed under pressure and had to endure severe stress because of poor support systems for implementation. The huge amount of work traumatised them. This problem affected the nature and quality of implementation of the CTA Instrument in the participant schools.

5.3.10 Conclusions regarding training and development

Training programmes and courses offered for SMTs were not needs related. Districts offered unsatisfactory sets of training programmes and short courses at management workshops. Training was largely theoretical and abstract in nature. It lacked practical training. District facilitators had very little competence and knowledge of the aspects they trained educators on. Moreover, SMTs received no specific training on how to manage the CTA Instrument. These resulted in their poor understanding, knowledge and skills to successfully plan and deliver the instructional programme of the CTA Instrument. Therefore, this problem impacted negatively on school management practices.

At school, there was very little in-service training offered for educator development. At times, informal discussions, gathering information from other schools, corridor talks, staff-room chats and feedback were construed as training in schools. Those who required specific training enrolled at Higher Education institutions at their own cost. There was poor evidence of systematic training and development programmes for educators in schools.

5.3.11 Conclusion regarding the management of the CTA Instrument

It was evident that the way in which the CTA Instrument was managed in schools was problematic. This was largely due to poor training and their limited competence to perform their tasks well. In addition, the standard and quality of management practices varied from one participant school to another and from one district to another. The effectiveness and efficiency rating for management practices varied from good to poor across the spectrum of schools in the study.

The use of particular education management models and leadership styles were not clearly visible. These management aspects could not be easily detected in schools as distinct and separate activities of school management. In many instances, management and leadership roles and styles were integrated and rolled into one. However, they differed largely from school to school depending on the different contexts of schools. Factors, such as location, environment, private sector involvement, governance, internal and external stakeholders, and safety and security largely influenced the way in which schools were run. In one school, it was evident that the SMTs used the *laissez faire* style of management, doing as little work as possible for the school and abandoned his responsibilities by delegating everything to others. In other schools, SMTs resorted to using autocratic, participative or democratic styles to improve their practices. Even though these SMTs experienced problems from using these styles, they were not as serious as those problems emanating from the school with the *laissez-faire* model.

Delegation and decision-making activities were problematic in most schools. These activities were highly centralised in some schools, and decentralised in others. In autocratically managed schools these two tasks were largely vested in the authority of the principal and the SMT, while in *laissez faire* style schools these tasks were not clearly visible amongst SMTs because educators were treated and trusted as professionals who know their jobs. Therefore, on a daily basis various tasks were passed on to them to accomplish with minimal support, supervision or guidance. Whether this was done properly or whether it was done late, was not important. As a result, management was ineffective in such schools.

In the autocratically managed school the function of delegation and decision-making belonged only to the principal. This type of management was effective for making swift decisions on small issues, but it was not effective for big issues like managing the CTA Instrument.

In the free rein type of school tasks were immediately passed onto educators, who lacked adequate experience to carry out the tasks. As a result, some SMT members made a botch up of the implementation. This then created the impression amongst many educators that some SMT members were irresponsible or simply did not have administrative and technical competence to do their jobs. This disappointed some Grade 9 educators. They complained that some SMT members were abdicating their responsibilities by not taking time to evaluate issues and to make proper decisions affecting the school. This affected interpersonal relations in some schools.

Educators were under pressure and overloaded with work in many schools. The extra work accumulated as a result of making hurried and haphazard decisions and to delegate without discretion. This increased their responsibilities and overwhelmed them.

Educators received inadequate supervision and support for teaching, learning and assessment. The degree and quality of supervision and support to educators varied from one school to another. In some schools, the SMTs set aside time to assist educators. In other schools, this was not done because they deemed it unnecessary because educators were professionals and they did not require assistance to do their work. As a result, many educators did not cope with their large workloads.

Class visits were rare during the implementation. As a result, educators had to deal with a plethora of disciplinary problems that learners manifested in the classrooms. This diminished their teaching and learning time. As a result, SMTs and Grade 9 educators had to rush through the CTA Instrument.

Poor administration of correspondence and circulars increased the problems in school. Many SMTs and Grade 9 educators experienced problems in some schools because they received the CTA circulars late from the district office. In other schools, mail is not collected regularly on a daily basis from the district office. It is collected either once a week or on a fortnightly basis, depending on the

availability of staff to drive to the district office. Some schools depended on staff members who volunteered to use their own vehicles to collect the mail and they were in turn reimbursed from petty cash for mileage. This problem was exacerbated by unsatisfactory administrative processes in some schools for not distributing circulars in good time to educators to read and increase their awareness. Sometimes circulars were not even photocopied and lay in the secretary's office for days. At other times circulars were distributed to the heads of departments who sometimes forgot to distribute them to their respective educators. This impacted on management practices.

Management responsibilities were not always clear. In the participant schools, many SMT members had vague notions of what their job entailed. In some schools, the roles and responsibilities were neatly typed and displayed on staff room notice boards. SMT members from this particular school kept files in which various aspects of their roles and responsibilities were outlined and well maintained. This included evaluation reports of activities they had completed. The files included documents, such as educators' personal and class timetables, record of leave, minutes, subject reports, subject and promotion requirements, ground duty roster, extra-curricular activities, code of conduct for learners, and analysis of results. At some of the participating schools, SMTs were unable to produce documents as evidence that prescribed their key performance areas in certain schools.

Proper planning for the CTA Instrument was not done by many schools. The majority of the participant schools did not develop management plans that were required by the department. One of the reasons for this was some SMTs thought that it was the same thing as the examination timetable and felt it was not necessary to send timetables to the district. Some schools did not read the circulars properly and therefore did not do it. Others did not receive the circulars so they did not know what to do.

In some schools, their implementation plans which they drew up on the spur of the moment had to be abandoned because they were not done properly. Not much insight, thinking and planning had gone into the number of tasks learners had to complete and the amount of time educators needed for marking as the tasks had to be marked before going on to the next set of activities. In addition to this, the SMTs inadvertently overlooked the problems presented by poor communication of

instructions, inadequate resources, procurement of additional resources, searching for information from internet cafes, and visiting tourist agencies to support teaching and learning.

Inadequate management meetings were held with staff. In most of the participant schools, formal meetings with educators were quite rare. Communication was based on informal discussions amongst Grade 9 educators, if the need arose or feedbacks from the Grade 9 co-ordinator, in some instances. Many educators were struggling with their work because they did not have a common understanding of processes and procedures to follow. The matter became worse when they encountered difficulties in the classrooms. This impacted negatively on implementation and management practices. Hence inadequate management meetings to formalise procedures for implementation had an impact on management practices.

The registration of Grade 9 learners was problematic in some schools because the majority of learners did not live with their parents. As a result, important personal details could not be obtained from relatives and friends of learners and such information could not be supplied to the district to register learners on time.

Poor time management hampered progress. Principals and SMTs spent an enormous amount of time attending to unplanned activities and unexpected problems that surfaced during the implementation. This resulted in poor time management which impacted on their efficiency.

Poor internal communication increased their problems. Many principals were caught up with their own work and attended to matters outside the school during the implementation. This meant that they were not always visible to lead activities in certain schools. Their busy schedule was often used as an excuse to block communication with staff members who were seeking advice. This often exasperated SMT members and increased their anxiety and stress.

Productivity of SMTs declined in school as many of its members largely worked individually or in silos. There was inadequate teamwork and collaboration amongst them as a result; there was poor cooperation, involvement and alignment of their activities. There was insufficient visibility of tightness and coherence in SMTs. This decreased their potential and their productivity.

Many SMT members displayed unsatisfactory commitment and poor attitude to managing the CTA Instrument. They left the implementation solely in the hands of Grade 9 educators. The SMT's poor attitude to management, inadequate attention to detail, and unsatisfactory focus on the task of managing the CTA Instrument slowed down implementation.

Internal moderation was not conducted in some schools because SMTs neglected their responsibilities.

There was poor visibility of SMTs in schools. Some of them were absent. Others were on study leave or were writing examinations. This hindered the progress of educators who needed guidance.

The inadequate use of authority and power by SMTs to enforce compliance to school policy in some schools was a great challenge. It was discovered that principals and SMTs in certain schools displayed weak leadership and hardly exercised their authority to control management procedures.

The SMTs were unable to deal with setbacks they encountered. They found it difficult to cope with the setbacks and to bounce back from the challenges because of poor leadership at the helm. When things went wrong, principals and SMTs made matters worse by not acting fast to respond to the setbacks.

There was poor co-operation and inadequate teamwork between SMTs and the governing body. In one of the schools, the relationship between the principal and the governing body was not conducive to promote successful implementation. The principal did not want to work closely with the governing body and this caused strain and tension in the relationship which negatively impacted on corporate governance, management and partnerships for school improvements.

5.3.12 Conclusions regarding challenges SMTs had to face

SMTs faced a large number of problems in schools which impeded their progress. Some of these challenges were: registration problems, high absenteeism, staff instability, staff vacancies which

were not filled timeously, increased workloads, negative attitude of learners, poor performance, insufficient resources, and disciplinary problems.

5.3.13 Conclusions regarding learner performance

Learner performance was generally poor in the CTA Instrument compared to their performance in school-based assessment. Although some committed and hard-working learners who were consistent in their school work performed well, many learners performed poorly too, because they showed little interest for the CTA Instrument and for school-based assessment. On the whole, a large number of learners who scored in the range of 40 percent to 69 percent passed and attained the “achieved” rating in the Learning Programme: Language, Literacy and Communication: English Primary language. Many learners who scored between 35 percent and 39 percent and attained the “partially achieved” rating were condoned. Those who scored below 34 percent and had not achieved the outcomes failed.

In sum, in this section the researcher drew conclusions from the research study and attempted to answer the research questions formulated in chapter one. In the next section, the researcher presents recommendations for improving the management of the implementation of the CTA Instrument.

5.4 Recommendations

Based on the findings in chapter four and the conclusions drawn from the study in this chapter, the researcher provides suggestions for improving the management of the CTA Instrument in schools. At this juncture, it is essential to emphasise that the recommendations are not in order of any priority nor are they exhaustive.

5.4.1 Recommendations for improving policy implementation

The researcher recommends that adequate training must be provided on policy and concepts for educators and SMTs. The policy and related concepts training should be intensified in order to deepen their understanding of *OBE*, *C2005* and assessment. Districts should endeavour to provide

both qualitative and quantitative training programmes that are sustainable and needs related so that educators can be empowered to implement the national imperative effectively.

The examiners need to increase the time allocations for tasks for learners to learn at their own pace. Allowing learners to learn at their own pace is fine as long as the class size is reasonable and learners are committed to studying. However, if the class size is large, and many of the learners are low achievers the principle of learners learning at their own pace is not practical. Therefore, the time allocations for tasks should be increased, and class sizes should be decreased. This will allow educators ample time to support slow learners to finish their work so that it could be marked in time.

5.4.2 Recommendations regarding the negative aspects of the CTA Instrument

If the following recommendations with regard to the negative aspects of the CTA Instrument itself could be implemented, it would certainly improve effective management of the implementation of this instrument. The examiners should include all aspects of Learning Programme: Language, Literacy and Communication: English Primary language in the content. Aspects, such as literature, summary, unseen poem, and advertisement, in addition to comprehension and grammar, should be incorporated in the CTA Instrument. South African content rather than overseas content should be used.

The Programme Organisers and themes should interest Grade 9 learners. The examiners should conduct research on Programme Organisers and themes that 15 year old learners find interesting and fun, so that they could be used for designing exciting and challenging activities for the CTA Instrument. This would reduce apathy and boredom and ensure greater participation and enthusiasm amongst learners.

Microinvestigation is an interesting activity for Grade 9 learners. The examiners should carefully consider this task based on the nature and familiarity of the topic before it is included in the CTA Instrument. This must be weighed against the availability of teaching and learning resources on the topic especially in township schools since the majority of them do not yet have equitable provisioning of resources. Only when additional learner resource materials to support this activity

are supplied to the schools together with the *Teacher's Guide* and Learner Workbooks, the microinvestigation could be considered a worthwhile task for learners.

The examiners should ensure that Section B relates to A. These sections should be aligned to the same outcomes for assessment to be appropriate and transparent. Assessment in Section A must mirror the assessment in Section B for the CTA Instrument to be viewed as a valid and reliable tool for assessing Grade 9 learners.

The researcher recommends that formal writing should be omitted in Grade 9. Tasks should largely focus on informal writing encouraging learners to use acceptable English. Written reports or essays should be limited for examination at a later stage, in the Further Education and Training phase as they require knowledge of formal writing.

The Grade 9 examiners should use clear terms in the text to avoid ambiguity. They should use appropriate terminology in the text to avoid confusion. Confusion can result in poor performance.

The researcher recommends that the standard of tasks for English Primary language should be improved by adding a greater degree of complexity and difficulty to mentally challenge Grade 9 learners. In order to improve the credibility of the CTA Instrument it should be benchmarked against suitable and reliable international standards, such as the School assessment test. In addition, the curriculum for Grade 9 and the quality of training programmes offered to educators to implement effective teaching, learning and assessment, in particular, should also be benchmarked. In this way, the standard of assessment tasks and teaching and learning can be improved. As a result, this would increase the public's confidence in the CTA Instrument and enhance its credibility as an assessment tool for the General Education and Training Certificate.

SMTs should design and implement sustainable English Primary language intervention strategies for second language English speakers to improve their knowledge. Second language English speakers should be exposed to a comprehensive and systematic bridging programme to complement classroom-level teaching and learning. This programme should be led and supervised by the principal and other members of the SMT. It should include tuition on *inter alia*, vocabulary,

dictation, reading, comprehension, grammar, sentence structure, prepositions, nouns, adjectives, verbs, writing summaries and oral work. It is recommended that this programme be enforced for second language English speakers in Grade 9.

The time allocation for tasks should be a guideline for schools to follow. Ample time should be allocated for each of the tasks in the CTA Instrument. In order to allocate the correct amount of time that a learner would need to complete a task, a reference group of Grade 9 educators should be consulted. This should be a swift process. However, it must be ensured that this process does not create more problems especially for setting deadlines for the CTA Instrument.

The researcher recommends that the setting of the CTA Instrument must be a transparent process. Indeed, since educators are central to school-based curriculum development their roles in teaching, learning and assessment are crucial and fundamental to the effectiveness of education provision. Therefore, they should play a central role in designing teaching and learning activities.

It is recommended that Grade 9 educators should be part of the team that compiles the CTA Instrument. The team should be co-ordinated by a national co-ordinating task team made up of curriculum and assessment representatives from all the provinces in South Africa. This task team should develop the brief for setting the CTA Instrument for the Learning Programme: Language, Literacy and Communication: English Primary language. The CTA Instrument should be a reflection of the activities done and tested throughout the year for school-based assessment. It should strictly comply with provincial requirements, and it should contain the type of activities that learners would possibly be tested on in Grade 10.

The twenty five (25) percent weighting should be reviewed. It is recommended that a 50 percentage weighting should be allocated, providing that the CTA Instrument contains the right type of material for Grade 9's. The weighting of the CTA Instrument should be like that of Grade 10 and 11, for the General Education and Training Certificate on condition that inexperienced educators are properly trained, supported and regularly monitored and evaluated in their classroom practices. The purpose of the CTA Instrument as a national imperative is to sample learner achievement and to moderate and monitor teaching and learning and assessment practices in South Africa. In order for it to make

a positive impact on schools and the public it has to be of a high standard having a satisfactory weighting. This should be appropriate to the amount of work it entails. The twenty five (25) percent weighting should hence, be gradually increased to fifty (50) percent weighting in order to improve learner participation and commitment in the external examination, provided educators are properly trained in accredited assessment programmes by Higher Education on a systematic and regular basis.

5.4.3 Recommendations regarding assessment

It is recommended that educators and SMTs competence in continuous assessment should be improved. In order to increase their knowledge, educators and SMTs should be intensively trained in assessment on a regular basis. This would improve their day-to-day assessment practices and management of assessment in schools.

Examiners should ensure the rubrics are drawn up properly to evaluate the outcomes and the appropriate content. They should see to it that the level statements are linked directly to the actual learning outcome, and the content tied to this so that learners will be able to produce accurately what is expected of them for assessment. This would make assessment practices compatible, consistent, and relevant to the teaching and learning in *OBE*.

The amount of administration and paper work should be reduced for the assessment process. It is suggested that official mark sheets should be designed, printed in advance and dispatched to schools timeously. This would reduce the anxiety of educators and the duplication of work.

It is recommended that the large number of educator assessments should be reduced to a reasonable number. In addition to educator assessments, the design of assessment in the CTA Instrument should include peer, self, individual, group, and portfolio assessments in order to reduce the educators' load of marking. A wide range of other methods, such as peer, self and panel assessments can be used to minimise this problem.

The researcher cautions against the use of group work as an assessment strategy. This should be reviewed. The nature of the task should obviously be an indicator of the most suitable methods and tools that could be used for assessing performance. It is suggested that group work be used largely as an instructional strategy to encourage teamwork. It is recommended that group work assessment be verified by means of using other methods such as educator-made tests, observation, self, peer and portfolio assessment.

Assessment in OBE is driven by power and values which many educators find difficult to understand and to implement. Therefore, there is a need for a close examination of the language policy and assessment characteristics, to evaluate its implications on teaching and learning (Hill 2003:94). In addition learners from well-resourced schools may conform to the standards that make participation in the CTA Instrument feasible. However, the success of these groups of learners should not distract attention from the majority who do not succeed (Hill 2003:100).

The researcher suggests the use of alternate assessments to measure performance. These measures can include methods such as, observations, individual performance, portfolios and educator-made tests which can showcase their abilities, talents and potential (Barootchi & Keshavarz 2002:280).

Examiners must ensure that assessment fits the purpose for which it is intended to serve. A chosen system of assessment should be designed so that it is meaningful. Appropriate modes of assessment will be valuable for gathering reliable and accurate information on performance (Brown *et al.* 1997 in Horne 1998:114).

The examiners should ensure that assessment is a transparent process. Learners should be tested on things they were taught in the teaching and learning programme. Therefore, they should be tested on things they had learnt and know and not what they did not learn and know (Kotze 1999:31-37).

The examiners should ensure that assessment broadens learners' opportunities to demonstrate their abilities, knowledge, and skills acquired through teaching and learning. The summative evaluation or Section B should occur after a process of teaching and learning and continuous assessment. It must be ensured that this process has already taken cognisance of individual needs, providing ample

time for learning, revising, and rectifying errors. The result of such a process obviously would yield a better reflection of learners' real capabilities (Dreyer 2000:266-284; Kaufhold 1995:41-42 & Kotze 1999:31-37).

5.4.4 Recommendations regarding the *Teacher's Guide*

It is recommended that the use of unnecessary jargon, pedantic language and bureaucracy in the *Teacher's Guide* be reduced for easy accessibility and increased understanding of its contents.

5.4.5 Recommendations regarding communication

The researcher suggests that districts and schools should establish proper communication mechanisms between themselves to improve their functionality. There should be free flow of information between districts and schools. Directives should be clear and unambiguous. Communication should take the form of formal memoranda, telephonic communication and e-mail to ensure effectiveness.

In order to improve communication districts and schools should heed the characteristics of good communication which are:

- It encourages interdepartmental co-operation and co-ordination
- It keeps the schools informed
- It gives the opportunity to identify and counter dissatisfaction
- It helps understanding and building of morale
- It creates better working relationships
- It keeps staff aware of changes (Curtis & Curtis 1997:212-213).

5.4.6 Recommendations regarding resources

The department should ensure that sufficient teaching and learning support materials and other relevant resources are supplied to schools, timeously. Computers with internet facilities should form part of this resource package. These should be easily accessible to both educators and learners.

The researcher recommends that the department should fast track its building programmes and built more libraries. Schools that do not have libraries should be identified and budgets should be ring-fenced for this purpose. A mobile library facility should be provided as a temporary measure until a full service library facility is built for such schools. This will assist educators and learners to access information easily.

5.4.7 Recommendations regarding moderation by district offices

The researcher suggests that districts should take moderation seriously. Districts are encouraged to implement rigorous and meaningful moderation practices for Grade 9's. The procedures should incorporate thoroughly scrutinising learners' work and marks in order to make it a worthwhile process. It can be done by checking the actual mark sheets that schools present and looking inside the portfolios, checking what kind of mark was allocated to a piece of work, evaluating the level that the school was at and comparing this with the levels of other schools in the same district. This will help to verify the degree of consistency of assessment practices in the district. This can be done by implementing the CTA Instrument earlier in schools. Increasing the time for moderating marks would add value to the process. To this end in some instances, the marking of examination scripts can be evaluated to determine the level and quality of marking by different educators, as well as the nature of marks awarded for particular efforts.

5.4.8 Recommendations regarding the negative attitude of learners

If the following recommendations with regard to the negative attitude of learners could be implemented, it would certainly improve effective management of the implementation of the CTA Instrument. The researcher recommends that schools should enforce compliance with discipline and academic expectations through implementing a systematic disciplinary programme. This should include setting up disciplinary committees at classroom level and phase levels. Good behaviour should be inculcated and instilled at every opportunity. Motivational talks should be conducted during assemblies to encourage learners to adopt a positive outlook. Irregular attendance and truancy should be severely dealt with. Letters for being absent from schools should only be accepted when they are absent for valid reasons and signed by parents or guardians. A code of conduct signed

by learners and parents should be established and implemented if it is not already in existence. Laziness and insolence should not be tolerated. Calling in parents and counselling learners in front of them is a beneficial exercise to change their behaviour and their actions.

Discipline should not only be seen in a negative light involving punishment. It should also be seen as a positive process which was the key to the production of excellent results (Curtis & Curtis 1997:156-157). Schools with large disciplinary problems, negatively affecting performance, should implement a school-wide disciplinary strategy to enforce compliance to the code of conduct and academic expectations. A proactive approach, through establishing a collaborative support team and disciplinary structures in classrooms and outside the classrooms should be used to improve discipline (Shellady & Sealander 2003:29).

The researcher recommends that SMTs should enforce their disciplinary policy, if they had one. For schools that did not have one, the following should be done:

- Set up a task team for developing the disciplinary policy
- Decide on the aims of the policy
- Produce a draft policy
- Distribute it for comments
- Get it approved
- Put the policy into practice (Cowin *et al.* 1990:23-31).

5.4.9 Recommendations regarding implementation

It is recommended that the department should make every endeavour to increase the post establishments in schools in order to reduce the large educator to learner ratios and to make the implementation of the CTA Instrument effective. Ample time should be provided for schools to prepare themselves for proper implementation. This will impact on improving the quality of implementation. In addition, educators should be monitored and provided with guidance and support to cope effectively with their work during this period. Their assessment workloads, in particular, should be reviewed in the context of learner-paced and learner-centred tasks in order to relieve their stress and trauma during marking.

5.4.10 Recommendations regarding training and development

It is recommended that comprehensive needs driven and integrated set of courses and programmes be designed for management development in South Africa. This should also incorporate in-service as well as external training, education management development programmes and mentorship for principals to enhance leadership and management practices. Higher Education should play a leading role in this arena. It must be ensured that management training at district level must be effective and worthwhile. Districts should ensure that only competent, knowledgeable and highly qualified education management experts conduct the training.

It is recommended that management development is one of the components of professional development programmes offered by Higher Education institutions. It should consider the knowledge, skills and attitudes that potential managers have to acquire in order to manage organisations and programmes well. It should prepare, educate, and train managers to take control of their organisations effectively and efficiently, and to manage people well by using the efforts of other people while at the same time effectively achieving the goals of the organisation (Craig 1987:581; Erasmus & Van Dyk 2003:3; Van Niekerk 1988:3).

It must be ensured that only competent and experienced educators be allowed to take charge at all levels of implementation (Samoff 2001:5-28). Resources must be deployed for schools to train and deliver a teaching corps that is capable of dealing effectively with the core function of teaching and learning.

It is recommended that schools should regularly implement professional development programmes. This is useful for correcting the shortcomings of educators and for creating opportunities for further development. It is recommended that principals and SMTs take the lead in this process to prepare them systematically for future responsibilities (Craig 1987:538; Oldroyd & Hall 1988:45-46).

At school level, the principal should lead the professional development programme by establishing educator's needs, structuring the professional-growth programme, designing personal growth plans and group plans, implementing plans and evaluating their effectiveness on a regular basis.

SMTs should ensure that professional development led to educators being better informed in relation to matters of policy and curriculum (Hoyle 1986(a):171). SMTs should follow the steps for implementing professional development in schools. The steps are:

- evaluate educator's classroom skills
- identify needs for professional development
- structure personal development plan
- design activities for self-development of individual educators and groups
- implement the programme
- obtain feedback on the success of the programme (Schreuder, Du Toit, Roesch, & Shah 1993:1-3).

In order to improve the quality of training and development, there should be a systematic approach to education management development (Johnson 1995:223-234). Training courses and components should be integrated in theory and practice (Burgoyne & Reynolds 1997:1-16). Training and development methods should incorporate in-service training, training and development outside the work situation and organisational development techniques (Erasmus & Van Dyk 2003:231). It should be an integrated process. The process should include:

- setting training outcomes
- following a specific organisational plan
- addressing the needs of employees
- giving employees the chance to grow and develop (Erasmus & Van Dyk 2003:4).

Indeed, all SMTs should participate regularly in education management development programmes in order to improve their knowledge and skills for school-based management. It is essential to note that managers who do not keep abreast with the latest education management development programmes and who put off their professional development would face fewer opportunities for promotion in the next century. Their services may even be terminated if they do not upgrade their knowledge and skills that are required for managing the challenging demands of schools in the new era (Humphrey & Stokes 2000:313).

5.4.11 Recommendations regarding the management of the CTA Instrument

It is recommended that SMTs should use crisis management for survival or management by objectives to achieve successful implementation. Another strategy is to ensure tight control over the management processes for the CTA Instrument. In addition, SMTs should use the pyramid and total quality type of leadership models to achieve good management results. Only competent and efficient leaders can produce good results (Jansen 1995:181-201). Such leaders manage their human resources successfully (O'Neill, Middlewood & Glover 1994:87-90). Therefore, SMTs should ensure that they are familiar with the characteristics of successful leaders. These are those who:

- have relationships with their subordinates which are supportive
- use group rather than individual methods of decision-making and supervision
- tend to set high performance goals
- are employee-centred rather than production-centred
- are less likely to supervise the work closely
- are likely to be doing different work from that of their subordinates (Curtis & Curtis 1997:16; Gorton 1983:269-270).

It is recommended that SMTs should review management and leadership as two sets of different activities for achieving the same organisational goals. SMTs should work towards delineating these roles for achieving greater success. SMTs are encouraged to blend various management styles for success. Different management styles should be carefully blended, tried and tested in order to implement those that best suit the various contexts in schools. SMTs should use both autocratic and participative management styles for effective decision-making in schools. In order to achieve the vision and targeted goals, they should resort to implementing management by objectives and total quality management for success.

A combination of leadership forms should be used for effectiveness. As a guideline for improving management practices in the context of task achievement use a combination of pyramid, high performance, total quality, cultural and change models of leadership. SMTs should minimise the use of *laissez-faire* management style and use a variety of different forms and styles of leadership and management, depending on the mode of operations that are required for certain activities.

SMTs are encouraged to make use of a combination of or a variety of education management models that suit their varying situations in schools. Management models such as, bureaucratic, collegial, ambiguity, subjective and political models can be used effectively to optimise success.

It is suggested that delegation should be executed with caution followed by vigilant supervision and supportive action. Since delegation is coupled with decision-making, it should be left in the hands of experienced and competent educators who fully understood what the different levels of accountability meant in the school. Those who were not yet properly trained in school-based management should focus on their primary role as classroom-level professionals and limit their involvement in decision-making and delegation until such time they received adequate training and development to constructively engage in such tasks. Some of the reasons for the failure of decision-making and delegations in schools are:

- The task is not possible because it is not feasible
- The task is not clearly defined with the result the subordinate makes mistakes
- The subordinate does not have sufficient training to do the task
- The subordinate does not have the authority to carry out the task
- Ensure that SMT members know what their responsibilities are in the school (Curtis & Curtis 1997:13-14).

Principals and SMT members should strive to become effective decision-makers. They can achieve this by:

- assessing the impact of decision-making in school
- identifying the major decisions that have to be made
- establishing the purpose, result or opportunity before making the decision
- preparing an action plan to keep you informed
- assessing risks and identifying obstacles and reaction
- developing contingency plans
- challenging the status quo and developing improved methods (Pearson 1988:107).

SMTs should exercise more control and supervision over the educators and learners by utilising their overt and covert control mechanisms at their disposal (Eden 2001:97-111). The control process

should set standards, measure actual performance, evaluate deviations, and rectify deviations through corrective action (Smit & De Cronje 2002:393).

SMTs must ensure that detailed management plans are drawn up for the CTA Instrument. A management plan is usually tabulated using columns and rows. It should include some of the following aspects: the Programme Organiser, themes, all the specific activities falling under the themes, resources available in the school for the activities, resources which are not available to implement these activities and their financial implications, time frames for implementing each set of activities and the responsible educators in charge of Grade 9. The finalised management plan should be dispatched to the district office. The approved management plan should be implemented, monitored and evaluated by the SMTs.

The department should develop a comprehensive manual for the management and implementation of the CTA Instrument. Obviously, the CTA is important; therefore, it should be managed and administered correctly. SMTs should be trained intensively on how to use the manual. The manual should resemble the examination handbook which includes the *Teacher's Guide*, resources for supporting teaching and learning, official mark sheets, moderation procedures, promotion and retention requirements, procedures for irregularities, sample management plan, timetable, and lesson plans for schools to base their own on. It should include an evaluation tool to measure the effectiveness of the implementation of the CTA Instrument in school.

It must be ensured that accurate meeting procedures are the norm for formal meetings. SMTs should ensure that regular meetings are held in school. Principals and SMT members can hold productive meetings by:

- applying value analysis to formal and informal meetings
- deciding and approving the agenda for formal meetings
- agreeing on the agenda at the beginning of informal meetings
- ensure meetings start promptly and end on time
- writing action minutes and circulating them within twenty-four hours (Pearson 1988:94).

SMTs should strive to make their schools effective. In such schools SMTs hold meetings for various reasons, such as:

- taking decisions
- collecting views, information and proposals to take informed decisions
- briefing the meeting on policy
- exchanging information for example progress of a project
- generating ideas
- enquiring into the nature and causes of a problem, such as behaviour of a group of learners (Everard & Morris 1996:52-53).

SMTs should primarily perform their basic roles as professional educators in schools (Boyd 1996:65-73). It is critical that SMTs should be responsible for managing the instructional programmes (Bossert, Dwyer, Owen & Lee 1982:34-64). They should take the lead in this area by supervising and supporting educators in the classrooms during normal teaching and learning time (Beviose 1984:14-20). Principals should follow a conceptual framework for instructional leadership to improve classroom practices. This should include the following: participating in regular class instruction, supervision, conducting class visits, lesson critiques, providing instructional resources, and support (Murphy, Hallinger, Wiel & Milman 1983:137-149).

The researcher recommends that the principal and SMTs should provide clear job descriptions and areas of responsibilities for staff members. Each SMT member should have a written job description. The SMT members' key performance areas should be clearly demarcated and set out in the job description. They should be well versed in what their roles and functions entail so that they can articulate them easily, and provide meaningful assistance to their subordinates and learners. SMTs should be evaluated against their job specifications.

SMTs are encouraged to acquire people, technical and administrative skills to improve their performance. They should become empowered with new management skills in order to provide effective support. The key skills that are necessary for an effective manager in the 21st century are: people, technical and administrative skills (Humphrey & Stokes 2000:5).

SMTs should acquire people skills. This enables a manager to:

- listen proactively to staff
- communicate with others based on their communication styles
- coach individuals
- facilitate meetings
- make presentations
- teach classes for staff who are in need of skills development
- recruit employees
- build teamwork (Humphrey & Stokes 2000:13).

SMTs should acquire technical skills. This enables a manager to:

- calculate the cost of quality
- use computers and the internet
- document work flow progress
- measure work flow variances
- implement continuous improvement processes
- use formal problem solving processes
- stay on top of technological advancement (Humphrey & Stokes 2000:14)

SMTs should acquire administrative skills. This enables a manager to:

- write effective memos and reports
- think strategically by developing vision and mission
- develop achievable goals
- make informed decisions
- complete projects in time
- develop budgets
- understand documentation
- be a key resource for information and knowledge (Humphrey & Stokes 2000:15).

SMTs should exercise authority and power which is vested in them to improve practices. Principals and SMTs can use different sources of power to do this. They can utilise the following:

- Legitimate power: which is based on their status in the organisation
- Reward power: which is the extent to which they controlled rewards that were valued by others
- Coercive power: which is the ability of one person to punish another for incorrect behaviour
- Referent power: which is power through identification and usually surfaced as imitation
- Expert power: this is based on a specific area of knowledge (Curtis & Curtis 1997:14; Daft 1999:406-407).

If power is applied correctly, SMTs can make a dramatic impact on management practices, leadership, teaching and learning, and overall results.

SMTs should encourage educators to improve their morale and motivate them. Morale is the state of mind which expresses feelings and satisfaction of peoples' needs which they perceive to be important, to have an impact on their work situation in a significant way (Evans 1998:32-34).

Motivation is a condition that influences individuals to modify their behaviour and actions in order for them to willingly engage in activities. SMTs are urged to recognise educators' efforts and their achievements through praise and reward. SMTs should provide positive feedback to raise their levels of job satisfaction and morale (Evans 1998:134).

SMTs should encourage, motivate, and help learners to succeed. It is recommended that regular information sharing sessions are held with learners to increase their participation. Motivational speakers should be encouraged to address them to improve their behaviour and attitude to school work. SMTs should provide structured programmes on study skills to assist them to improve their results.

SMTs should assist the educators by interpreting the *Teacher's Guide* so that they have a common understanding of what is required and what educators and learners are expected to do.

It is recommended that SMTs establish effective procedures and systems of control in school. A proper system must be developed for correspondence, communication, class visits, supervision, support, internal moderation, capturing of marks, cross-checking and verification of marks and reports.

SMTs are encouraged to implement effective time management practices to succeed. This can be improved by:

- never confusing work and results with unnecessary tasks
- identifying the key results to be achieved and setting aside time for the most important issues.
- making agreements with educators, learners and parents
- telephoning instead of writing lengthy letters
- using the secretary to filter incoming calls
- using dictation, shorthand and developing keyboard skills (Pearson 1988:24-137).

Effective time management can be achieved by reducing the amount of time spent on unnecessary tasks and focusing on planned activities in school. Management productivity can be improved for greater effectiveness of the school. This can be increased by

- stopping unnecessary correspondence reaching them
- controlling the in-tray properly
- ensuring that their secretaries deal with unimportant mail
- using speed reading techniques
- reducing filing to minimum
- finding out specific ways to improve using information technology (Pearson 1988:153).

SMTs should improve internal communications with staff members, learners and parents. They can do this by:

- Preparation: prepare to get the their required results
- Attention: get the attention of the person they want to address
- Interest: get to the point immediately
- Desire: spell out the benefits and results

- Conviction: convince them by telling them about the financial implications
- Presentation: show them the action plans
- Closure: agree on who will be responsible for what activities (Pearson 1988:110).

SMTs should increase their commitment and change their negative mindsets by improving their attitude to work. SMT members should show greater interest and commitment to actively participate and assist educators in the implementation process.

It is recommended that the role of management be seriously reviewed in schools. SMTs should work harder and smarter to improve results by:

- increasing their visibility and commitment
- motivating and directing the behaviour and conduct of educators and learners (Van der Waldt & Du Toit 1999:40)
- enforcing standards and actions which guide the behaviour of the internal school community
- adhering to the code of conduct and rules for managers (Van der Waldt & Du Toit 1999:70)
- ensuring that the actual activities for teaching and learning correspond to the planned activities (Van der Waldt & Du Toit 1999:201)
- setting standards, measuring actual performance, evaluating deviations, and rectifying deviations through corrective action (Smit & De Cronje 2002:393)

The researcher recommends that the relationship between SMTs and the governing body should be improved for greater effectiveness. There must be good teamwork and partnership between the principal, SMTs and the governing body. The principal and SMTs should assist the governing body members in performing their work properly. The converse of this should also apply. Therefore, good relations are vital for effective co-operative governance in schools (Potgieter, Visser, Van der Bank, Mothata & Squelch 1997:13). SMTs should know that effective corporate governance is characterized by:

- mutual trust and respect
- shared goals and values
- shared decision-making
- common vision

- open communication
- good teamwork
- respect for the different roles of the partners (Potgieter, Visser, Van der Bank, Mothata & Squelch 1997:8)

5.4.12 Recommendations regarding the challenges SMTs faced

It is recommended that schools with computers should have a data base of all learners and their details on the computerised school administrative programme. However, careful precautions should be exercised to ensure that all the relevant details are captured. This should include their date of birth, physical and residential address, employment details of parents, home and work telephone numbers. In addition, photocopies of their Identity Books should be made and filed for retrieval and verification purposes at a later stage. An educator assistance programme should be designed with the intention of helping educators to cope with their increased workloads and morale during stressful periods. In order to improve the limited resources at schools, schools should communicate in writing with districts through the appropriate channels of communication to expedite such requests. The governing bodies, as well, could raise funds to augment limited resources.

5.4.13 Recommendations regarding districts

It is recommended that districts work harder and smarter to assist schools by: monitoring absenteeism, empowering data capturers for registering Grade 9 learners, filling the educator vacancies quickly to ensure the stability of staff in schools, improving communication with schools by establishing proper communication mechanisms and ensuring that clear messages are sent out, distributing composite mark sheets and materials on time, conducting purposeful visits to schools to support them to implement the national imperative, and to check that they comply with policies.

5.4.14 Recommendations regarding learner performance

It is recommended that the CTA Instrument be incorporated in the holistic teaching and learning programme for Grade 9 to increase learner performance. It should be treated as part of the normal

teaching and learning programme which is done during the course of the year, for the Learning Programme: Language, Literacy and Communication: English Primary language. This would allay learners' fears and anxieties that are often associated with external exams. The onus lies with schools as agents of decentralised authority and control to encourage learners to understand the importance of the CTA Instrument in their final assessments.

SMTs should improve learner performance by:

- Enforcing the code of conduct for learners to comply with work ethics, homework, studying, order, discipline, and school attendance.
- Providing motivational talks for increasing their commitment.
- Supporting and guiding them.
- Applying the legitimate promotion and progression requirements uniformly for all Grade 9 learners to move into Grade 10.
- Implementing good quality management practices.
- Providing quality teaching and learning in schools.

Overall learner achievement could be improved through systematic and sustained staff development programmes (Joyce & Showers 1988:24-30). In addition, assessment tasks should be well-constructed and unambiguous to improve test scores (Doyle 1993:42). Testing should focus on outcomes of significance (Stiggins 2001:18-22). The test results should be used to identify areas of weaknesses in order to strengthen them through revision and remediation programmes (Guskey 2000:25-29). In order to demonstrate how learners performed in a language, they should be assessed using portfolios, educator-made tests and a variety of other forms of assessment to enhance their achievement (Barootchi & Keshevarz 2002:280-286).

In sum, the aforementioned recommendations are presented firstly, to improve the effectiveness of managing and implementing the CTA Instrument and, secondly, to revise the CTA Instrument as a more valid and reliable tool for assessing Grade 9 learners in the future. With this in mind, the researcher presents limitations of the study.

5.5 Limitations of the study

The investigation was conducted in the Gauteng Province. At the time of the research there were 468 public secondary schools and 16 852 educators in all (RSA, GDE 2003(b)). Since only four schools, twelve educators and one district official were involved in the research sample the conclusions had an impact on the schools in the case study only. Therefore, the findings cannot not be generalised for all the public schools in Gauteng. In the next section, the researcher presents areas for further research.

5.6 Areas for further research

The following areas are suggested for future research.

- A study of the management of the CTA Instrument on a larger scale
- School-based assessment in Grade 9
- Learner and educator portfolios
- Recording and reporting of learner performance
- Credit accumulation and the General Education and Training Certificate

5.7 Conclusion

In this chapter the researcher presented a discussion and summary of the main findings, drew conclusions, made recommendations for improvement, presented the limitations of the study, and identified areas for further research.

With reference to the statement of the problem in chapter one, the researcher holds the view that the research questions have been adequately answered and therefore, solved satisfactorily. The broad aim of this study was to investigate the management and implementation of the CTA Instrument as a tool for assessing Grade 9 learners. To a large extent, the researcher adequately achieved the goals that were set for this study in chapter one. In the literature study in chapter two an analysis of what the CTA Instrument entails, the status of education management development and training, various management and leadership styles, models, forms, problems arising from implementation, and

guidelines for effective management were presented. The research methodology which was presented in chapter three was adequate for data collection on the topic. In chapter four, the evidence from interviews on the positive and negative aspects of the CTA Instrument, the nature and quality of the training of educators, management and implementation of the CTA Instrument, management problems, and learner performance were presented. In chapter five, the main findings were discussed and summarised, conclusions were drawn and recommendations were made for improving management practices. Through this report, the researcher wishes to motivate policy makers, SMTs and implementers to examine the recommendations made in order to make the management of the CTA Instrument effective and efficient in public schools.

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